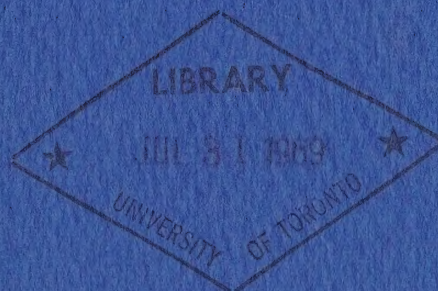


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ONTARIO DEPARTMENT OF EDUCATION

Report of
The Minister's Committee on
The Training of
Elementary School Teachers
1966





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Committee on the Training of elementary school
teachers.

Report of
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Introduction

The changing demands of society, the significance of education, and the key role of the teacher in the educational process are being increasingly recognized, not only by educators, but also by the general public.

The Honourable William G. Davis, Minister of Education, recognizing the importance of these factors as they are related to the preparation and education of teachers, appointed a committee on September 28, 1964, to examine and report on the preparation of teachers for the elementary schools of Ontario.

The specific terms of reference for the guidance of the committee were as follows:

1. to examine the teacher-training program now being followed at the Ontario Teachers' Colleges;
2. to examine other selected teacher-training programs;
3. to recommend changes that might be made immediately to improve the present One-year Course;
4. to develop, in some detail, what the committee considers to be an ideal program for the training of teachers for the elementary schools of Ontario;
5. to suggest the successive steps that might be taken, over a period of time, to achieve the implementation of this ideal program.

The Minister assured the committee, however, that it should feel free to examine all aspects of elementary school teacher education and in addition to consider the co-ordination and integration of teacher-education programs for elementary and secondary school teachers.

The committee, which was representative of various groups and organizations interested in elementary school teacher education, comprised the following members:

C. R. MacLeod, B.A., B.Paed., Superintendent of Public Schools and Assistant Director of Education, Windsor — chairman of the Committee;

R. R. Bériault, B.A., Administrator, L'Association des Commissions des Ecoles bilingues d'Ontario, Ottawa — now Policy and Development Council, Department of Education, Toronto;

F. S. Cooper, B.A., B.Paed., M.Ed., Superintendent of Public Schools, Scarborough;

H. W. Cyr, M.A., B.Paed., Inspector of Separate Schools, Ottawa — now Assistant Superintendent, Curriculum Division, Department of Education, Toronto;

W. Davies, B.A., Secretary, Ontario Public School Men Teachers' Federation, Toronto;

L. Desjarlais, B.A., B.Paed., Ph.D., School of Psychology, University of Ottawa, Ottawa;

F. A. Leitch, B.A., M.Ed., Inspector of Public Schools, Essex;

Gabrielle Levasseur, B.A., Secretary L'Association des Enseignants Franco-Ontariens, Ottawa;

The Reverend R. D. MacDonald, B.A. Tillsonburg Public School Board, Tillsonburg, and Honorary Treasurer, Ontario School Trustees' Council, Toronto;

L. Dorothy Martin, B.A., B.Paed., Secretary, Federation of Women Teachers' Associations of Ontario, Toronto;

R. A. McLeod, B.A., B.Paed., Director of Education, Niagara Falls;
 Gladys R. Munnings, B.A., Assistant Superintendent, Supervision Division,
 Program Branch, Department of Education, Toronto;
 C. A. Mustard, M.B.E., B.A., B.Paed., Superintendent of Teacher Education,
 Department of Education, Toronto — now Policy and Development
 Council, Department of Education, Toronto;
 The Reverend Father L. P. Pigeon, B.A., B.Paed., Ph.L., Lic. Paed., Principal, University
 of Ottawa Teachers' College, Ottawa;
 V. S. Ready, B.A., Assistant to the Dean, College of Education,
 University of Western Ontario, London;
 K. J. Regan, B.A., M.Ed., Inspector of Separate Schools, London;
 J. W. Singleton, B.A., B.Ed., Director of Education, Burlington;
 Sister St. John of Valencia, M.A., Ontario English Catholic Teachers'
 Association, Toronto.

Assisting with the work of the committee in special capacities were:
 G. L. Duffin, B.A., M.Ed., Director of Teacher Education, Department of
 Education, Toronto — Auditor of the Committee;
 R. B. Moase, B.A., M.Ed., Department of Education, Toronto — Secretary of
 the Committee until June 30, 1965;
 B. W. Monday, B.A., B.Ed., Department of Education, Toronto —
 Secretary of the Committee from June 30, 1965.

The first meeting of the committee was held on September 30, 1964. Since that date 49 meetings have been held. In addition, sub-committees have met several times to prepare material, to discuss special problems, and to conduct interviews.

Through an advertisement in 45 daily and weekly newspapers, briefs were requested in order that individuals and organizations might have an opportunity to express their views and opinions.

The interest of educators as well as the general public was indicated by the submission of 38 briefs from individuals and 61 from organizations. The briefs revealed a remarkable unanimity of views on some of the major aspects of the subject. Naturally they were greatly appreciated by the committee. The names of the organizations which submitted briefs are as follows:

Association des Enseignants Franco-Ontariens, Regional Teachers'
 Institute, Ottawa
 Association of Directors of Education in Ontario
 Association of Women Electors of Toronto
 Belleville Public Schools Principals' Association
 Bilingual Association of Inspectors and Teachers' College Staffs
 Board of Education for the City of Toronto
 Canadian Citizenship Council
 Elementary School Library Service, Department of Education
 Etobicoke Public School Principals' Association
 Fédération des Sociétés Saint-Jean-Baptiste d'Ontario
 Federation of Women Teachers' Associations of Ontario
 Home Economics Section of the Ontario Educational Association
 John Fisher Public School Home and School Association
 Kitchener-Waterloo Council of Home and School Associations
 Metropolitan Separate School Board and District Five of the Ontario
 Catholic Teachers' Association
 Metropolitan Toronto Association of Supervisors of Physical and Health Education
 Metropolitan Toronto Special Education Committee on University Courses
 North York Public School Inspectors
 North York Public School Principals' Association
 Ontario Association for Retarded Children
 Ontario Association of Public School Superintendents and Directors of Education
 Ontario Curriculum Institute
 Ontario Educational Association
 Ontario English Catholic Teachers' Association
 Ontario Federation of Chapters of the Council for Exceptional Children
 Ontario Federation of Home and School Associations, Inc.
 Ontario Industrial Arts Association

Ontario Inter-School Committee on Religious Education in the Schools
 Ontario Mathematics Commission
 Ontario Public School Men Teachers' Federation
 Ontario School Inspectors' Association
 Ontario School Trustees' Council
 Ontario Secondary School Headmasters' Association, District 13
 Ontario Teachers' Colleges: Hamilton, Lakehead, Lakeshore, London,
 North Bay, Ottawa, Peterborough, Stratford, Sudbury, Toronto, Windsor
 Ontario Teachers' Federation
 Port Colborne Board of Education
 Principals and Teachers of the Public Schools in the City of London
 Provincial Board of Religious Education
 Public School Inspectors of the Board of Education for the City of Toronto
 Public School Superintendents and Inspectors of the Board of Education
 for the City of London
 Scarborough Principals' Association
 Silverthorn Public School Staff
 Special Services Branch of the Department of Education
 Superintendent and Public School Principals of the Board of Education
 of the Town of Leaside
 Toronto District Art Supervisors' Association
 Toronto Home and School Council Executive
 Toronto Public School Masters' Association
 Toronto Public School Principals' Association
 Toronto Township Principals' Association
 University Women's Club of Toronto
 Windsor Principals' Association

Sub-committees visited each of the Teachers' Colleges to become acquainted with the present program of teacher education, to discuss details of the program, and to obtain the views of the staff members. Questionnaires were submitted to groups of teachers throughout the province and were later discussed with the groups concerned, which included practice teachers, teachers with fewer than three years' experience, as well as teachers with greater experience. In addition two questionnaires, prepared with the assistance of the Research Department of the Ontario College of Education, were submitted to the students of the one-year course in the Teachers' Colleges during the year 1964-65.

Interviews were held with individuals and small groups to obtain more detailed and direct information and expressions of opinion. The committee studied a number of reports on the education of teachers which had been prepared in other provinces or countries. They also read a good deal of literature pertaining to this subject.

In order to investigate teacher-education programs in other areas and to discuss current methods and contemplated changes, visits were made to other provinces and countries. As might be expected, the committee members found a wide divergence of educational philosophy and types of programs. The reports, however, provided helpful information and specific, practical suggestions for consideration by the committee.

The areas visited by the committee members are as follows: England and Scotland; Belgium, France, and Switzerland; California; Illinois and Wisconsin; New York State; British Columbia; Alberta, Saskatchewan, and Manitoba; Quebec; New Brunswick; Nova Scotia and Prince Edward Island. The reports of these visits are on file.

In studying the methods of preparing teachers in these various areas, the committee has found that there is evidently no single ideal method of teacher education.

Acknowledgements

Since it would be quite impossible for the committee to express adequately its gratitude to all who have assisted so generously and willingly, it will not attempt to list all those who have been helpful in many different ways. However, it wishes to express sincere appreciation for the invaluable assistance received from many sources. Special mention should be made of the services of Dr. Cicely Watson for her work on statistics both through the Department of Educational Research, Ontario College of Education, and in her present position as Head of the Division of Educational Planning, The Ontario Institute for Studies in Education. The committee was also fortunate in securing the services of Dr. C. W. Booth, who assisted in the writing of the report.

I Historical Background

1. The provision of an adequate supply of properly qualified teachers for the elementary schools of Ontario has presented certain problems arising especially from the increasing demand for teachers. It has therefore been necessary from time to time to adjust the requirements for certification. The various steps taken in the development of the program for the preparation of Ontario elementary school teachers are listed chronologically in Appendix I. Only those stages considered most significant are mentioned in this summary.

Early Normal Schools

2. After a number of attempts to establish district and township model schools had proved unsuccessful, the first Ontario normal school was opened in Toronto in 1847. Although the school term was short — only five months in duration — both academic and professional courses were given. As had been anticipated, it soon became evident that normal school graduates were much more effective in the classroom than untrained teachers. Thus the demand for trained teachers increased year by year and, in 1875, a second normal school was established in Ottawa and courses leading to First and Second Class teaching certificates were prescribed.

County Model Schools

3. As it became apparent that the two normal schools could not provide teachers quickly enough to meet the growing demands, in 1877 a system of county model schools was created. Some fifty of these were organized in public schools across the province. In these schools a purely professional course of fourteen weeks' duration was offered to applicants who had completed a two-year course (later a four-year course) at a high school. Model school graduates were granted Third Class teaching certificates, and these county model schools, because of their convenient locations and the shortness of their courses, provided a popular route for many who wished to enter the teaching profession. As a result, the staffs of elementary schools began to contain a large proportion of teachers holding only Third Class certificates. Hence, in 1907, it was decided to abolish all the county model schools except for a few which continued to operate for several years to meet the special needs of certain parts of the Province.

English-French Training Schools

4. In 1907, the first English-French Training School was established in Ottawa for the preparation of teachers for those elementary schools in which French was a subject of instruction. Such elementary schools are now known as bilingual schools. Additional English-French training schools were opened later, but, in view of the establishment of the University of Ottawa Normal School in 1927, their operation was finally discontinued in 1935.

Additional Normal Schools

5. In 1900, a third normal school had been opened at London. Then, following the discontinuance of most of the county model schools, four additional normal schools were established. Three of these opened in 1908 at Hamilton, Peterborough, and Stratford, and the fourth in 1909 at North Bay. All seven normal schools offered a one-year course leading to a Second Class teaching certificate until 1920 when the one-year

course leading to a First Class teaching certificate was re-introduced. It had been offered, since 1885, only in schools organized for the training of secondary school teachers.

Changing Requirements for Certification

6. In 1927 it was decided that attendance for a second year at a normal school, after not less than two, nor more than four, years of teaching experience, would be required in order to obtain a permanent certificate. This second-year course, offered for the first time in 1930, was discontinued in 1934 to be replaced by required further study either at a university or through departmental summer courses. This requirement, too, was removed in 1954. Since that date, an interim teaching certificate might be made permanent upon submission of evidence of two years' successful teaching.

7. The one-year course leading to the Second Class teaching certificate, first prescribed in 1875, was discontinued in 1935 in all normal schools except the University of Ottawa Normal School. However, in order to meet the shortage of teachers which developed during and after the Second World War, emergency summer sessions leading to Second Class teaching certificates were offered from 1944 to 1953. Successful attendance at two of these six-week summer courses was required for certification.

Changes in Admission Requirements

8. In order to maintain adequate enrolments at the normal schools during and following the war years, it was considered necessary to lower the academic requirements for admission. The requirement of nine Grade 13 papers was thus reduced to eight in 1940, and to seven in 1943. From 1944 to 1952, standing in only five Grade 13 papers, including one English paper, was essential. Since 1953, standing in eight Grade 13 papers has been required, and since 1961 standing in both English Literature and English Composition has been necessary for admission.

Emergency Measures

9. In spite of the measures outlined above, the need for trained elementary school teachers continued to increase. As a result, steps were taken to draw students not only from Grade 13 but also from the much larger pool of Grade 12 graduates. In 1952, as an emergency measure, students holding the Secondary School Graduation Diploma of the general course were admitted to the In-service Course. This course consisted of two six-week Pre-Teachers'-College Summer Courses, each followed by a year of successful teaching on a Temporary Certificate, and culminated in a full year of attendance known as the Completing Year. Introduced as an emergency measure in 1952, it was discontinued in 1960. The last group to be trained under the scheme graduated in 1963.

10. A further emergency measure was introduced in 1953. Grade 12 graduates holding the Secondary School Graduation Diploma of the General Course were admitted to the Two-Year Course at the Teachers' Colleges. In 1960, the academic requirement for admission was raised from the three-option to the present four-option diploma. Finally, in 1964 an average of at least 60 per cent on the diploma subjects was required. It was then decided that the Two-Year Course would not be offered in subsequent years. The last group from this course will graduate in 1966.

New Teachers' Colleges

11. It should be noted that the word "Normal" in the name Normal School signified "according to rule" and referred to the systematic teaching of the rudiments of learning. As emphasis in teacher education shifted from teaching according to rule to the needs of children to be taught, the word "Normal" lost its significance in this context. Thus in 1953 the name Normal School was discontinued and the term Teachers' College was adopted in its stead.

12. As a result of the emergency measures and the rapid increase in the number of Grade 13 graduates, enrolment at the Teachers' Colleges had more than tripled during the ten years prior to 1964. This had necessitated a vigorous building program to meet the need for accommodation. Since 1955, new buildings for Teachers' Colleges have been provided in Toronto, Hamilton, and London. In addition, four new colleges have been established. These are the Lakeshore Teachers' College in New Toronto, the Lakehead Teachers' College, the Windsor Teachers' College, and the Sudbury Teachers' College, which is still operating in temporary quarters. A thirteenth Teachers' College opened in St. Catharines in temporary quarters in September, 1965. New buildings for both Sudbury and St. Catharines are expected to be ready for occupancy in 1966. It is

interesting to note that plans are being made to locate teachers' college buildings on the campuses of Laurentian University in Sudbury and Brock University in St. Catharines.

Changes in Teacher Education

13. Since its establishment in 1875, the one-year course leading originally to the First Class Certificate has undergone fundamental changes in content and character. As secondary schools increased in number, and as their programs became more effective, the need to emphasize academic work in the Normal Schools seemed less evident. It appeared possible to pay increasing attention to instruction in methods of teaching and, for that purpose, manuals dealing with the teaching of each subject were introduced in 1916. These continued to be used until 1937 when the elementary school program of studies was made much less prescriptive. It then became necessary to prepare teachers to deal with a more flexible course of study, a wider choice of textbooks, suggested new methods of instruction and a trend toward classroom management of a less rigid type. Revisions in the Normal School course of study were therefore made in 1938. Since that date, changes in the teacher-education program have attempted to reflect changes in the courses of study and the current philosophy of elementary school education. During recent years increasing emphasis has been given to child study and to educational psychology. In order to provide students with greater opportunities for the observation and study of children in the classroom, the proportion of time spent in the practice schools has been substantially increased. This has made necessary a change from the long-established pattern of arranging for practice teaching in only one or two elementary schools in each centre. Each year it has been found desirable to involve more and more classroom teachers in the work of the teacher-education institutions.

New Certification Plan

14. For many years the One-Year Course has been considered the essential basic training, to be supplemented by further study. Departmental summer courses dealing with the teaching of special subjects, or with teaching at particular levels, have been offered and have been well attended. To encourage such further study a new plan of certification was established in 1962. Designed to give teachers credit for the improvement of their academic and professional qualifications through university study and through successful attendance in approved professional courses, the plan replaced the Elementary-School Teacher's Certificate and its predecessor, the First Class certificate, by providing for certificates at four levels. Teachers may now be granted Elementary-School Teacher's Certificates, Standard 1, 2, 3, or 4, according to their qualifications. It is already evident that great numbers of elementary school teachers are being encouraged by this plan of certification to continue their professional development or to obtain a university degree.

15. While it is evident from this historical review that sincere and conscientious attempts have been made to meet the changing needs of teacher education for elementary school teachers in this province, it is also obvious that these have, too often, been influenced mainly by changing conditions of demand and supply. The committee cannot look with approval upon the policy and practice of former years by which those candidates who took advantage of lowered requirements for admission to the profession were granted certificates identical with those gained by others who fulfilled more demanding requirements. It is the need for a more comprehensive policy, based upon a sound philosophy of education, that has led to the appointment of this committee to study the problem and to make recommendations for its solution.

II The Role of the Teacher

1. Education in Ontario was originally intended to prepare students to live in an economic structure based largely upon agriculture and in a society which was relatively simple. Our economic and social conditions have now been drastically changed. Improvements in transportation and communications, the acceleration of automation in commerce and industry, the rapid pace of invention and discovery, and the great expansion of knowledge in recent years have made life more complex. They have combined to influence our thinking, our social outlook, and our sense of values. The importance of the teacher's role in preparing students to live in this new environment cannot be overemphasized.

2. A teacher needs to be aware of the significance of his role and of the functions that are required of him as a leader and an educator. He must recognize and appreciate a dynamic concept of teaching as the vital interaction of personalities between teacher and pupil and realize that a distinguishing characteristic of all good teachers is their ability to guide, encourage, and inspire young people. He should help his students to recognize the wide variety of cultures with which they are confronted, to appreciate the richness of our cultural heritage, and to feel at home in a technological age.

3. Professor C. Wayne Hall, Associate Director of Education, McGill University, Montreal, in his address, 'What Is Teaching?' outlines the Teacher's role as follows:

'Genuine teaching must involve the learner in activity which produces a change in him. It must be a challenging *confrontation* in which the pupil is aroused or stimulated. It must pose a problem which he wants to solve or a question which he wants answered, and the education lies more in the solving of the problem or the finding of the answer than in the completion of either task. Education is a training in the use of the materials, the sources; it is a development of the understanding and insight which arises from discovery through these materials; and it is the subsequent shaping or reshaping of conclusions and values and standards which result from this understanding or insight. It is something which happens to the child *in the child*.'

4. A teacher should strive to create a climate which will stimulate a student's intellectual, physical, social, moral, and religious growth. He should assist a student to achieve personal independence and to accept the increasing responsibility that accompanies his development.

5. Although the gaining of knowledge is an important objective of education, the value of memorizing facts has been lessened as a result of the accumulation of a great mass of new knowledge and the rapidity of change in recent years. The role of the teacher has become increasingly one of providing opportunity to explore, to discover, and to create, rather than one of merely disseminating information. The teacher must provide a learning situation and climate which will enable the students to reason, to reflect, to organize, and to communicate. He should help students to find their studies so vital and vibrant that they affect their personal attitudes and behaviors. He should assist with the development of skills which will prepare them for useful lives of continuing education.

6. Teaching the child to think for himself and to learn by himself is perhaps the teacher's most difficult yet most important task. Children should not be thought of as

passive recipients of knowledge nor as receptacles into which information can be poured. Sir Ronald Gould, General Secretary, National Union of Teachers, in his address entitled 'Excellence in Education' has said:

'Excellence in education is not so much teaching a child what to think, but how to think, so that he goes on seeking, choosing, and thinking, thus developing the persistent habit of enquiry and reasoning; and if, years later, the knowledge he has acquired in school becomes irrelevant to his purpose, he still has the ability to acquire new knowledge and to adapt himself to new circumstances.'

Difficult as this task may be, the teacher must arouse and stimulate the natural curiosity of the child, must encourage him to accept challenges eagerly, and must inspire him to solve problems and surmount difficulties with zest and satisfaction.

7. The teacher should be concerned not only with what the pupil should know and how his faculties should be trained but also with the development of his understanding of the meaning of right and wrong. In all of his teaching the teacher should be vitally concerned with the formation of ideals. Not only should his personal life and his day-to-day relationship with his pupils exemplify the "Idea of the Good" but he should constantly, in his position of leadership, take his stand upon the side of whatever is excellent and honourable.

8. The teacher should help each of his pupils to acquire those interests and attitudes that are necessary for effective participation in our society. To do so, he must be alert to discover special talents possessed by various pupils. He must realize that their needs as children and their future requirements in scholarship and vocational skills are bound to be greatly affected by the conditions of modern society. Moreover, the increasing technological developments resulting in more and more leisure make it essential that the teacher encourage his pupils to take an interest in a wide range of activities from which each may select those most likely to bring personal satisfaction in adult life.

9. The teacher must understand his pupils and know their backgrounds if he is to help them understand themselves and assist them in solving their personal problems. In many cases individual counselling will be necessary, and this can be done most effectively if the teacher is familiar with the community and its characteristics and can counsel the pupil in the light of that knowledge. The teacher should interpret organized society to his pupils, for the effectiveness of the school will be measured, in the last analysis, by the degree of success with which the children of to-day accept the responsibilities of membership in the adult society of to-morrow.

10. A clear understanding of the learning process is essential for successful teaching. The teacher must realize that pupils differ greatly. He must have an understanding of the importance of readiness and the value and limitations of diagnostic techniques to reveal individual differences and must adapt subject matter and methods of instruction to these differences. He must be aware of innovations in teaching methods and materials and must choose wisely and learn to use effectively those from which his students will benefit. He must evaluate the progress of his class so that, if it appears necessary, he can alter his methods of instruction, and he must also measure the growth of each pupil so that informative, meaningful communications may be established with parents. As knowledge itself is constantly changing and growing, the successful teacher must also change and grow through continuing study, both academic and professional.

11. The work of the teacher is of supreme importance — important to the children entrusted to his care, important to the community in which he lives and works, and important to the nation of which he is a respected citizen. To the children the teacher is the person who holds the key that opens the door to knowledge, understanding, and wisdom. To the community he is the person to whom parents have entrusted the education of their children. To the nation he is the person who, together with the home and the church, is responsible for developing in the children that knowledge and those skills and attitudes which will enable them to become effective citizens in our democracy. The type of teacher education provided in Ontario must be designed to produce graduates who are adequately prepared to meet these expectations.

III The Problem

1. From the earliest years of the public educational system in Ontario, those charged with the responsibility for teacher education have had the task of resolving the problems of recruitment and supply of teachers. In the early stage of our free school system the teacher, although not infrequently a man of culture and good will, was sometimes ill-trained or ill-suited to the life of the community. In fact, formal education was often looked upon as a matter of little significance and importance, and the teacher was regarded and paid accordingly.
2. From such a beginning the profession has made considerable progress, but it has not yet been able to shake itself entirely free from this unhappy legacy. Neither the true importance of the teacher's role in society nor the scholarship and training necessary to prepare him for that role has been adequately recognized. The elementary school teacher has been seen by some people as a dispenser of facts and a drillmaster of the three R's. Anyone who could maintain reasonable order, who had a way with younger children, and who knew a bit more than the basic elementary school curriculum was considered by such people as a fair prospect for teaching.
3. During the last quarter century there has been not only an unprecedented growth in the body of knowledge but also a tremendous increase in school population. The need for every child to have an opportunity for education has demanded a program of expansion in which the necessity for providing physical accommodation has taken precedence over the updating of the curriculum and the improvement of the preparation of teachers.
4. Whereas most of the other countries in the western world have for some time been aiming, with varying success, at goals in teacher education of two, three, or four years beyond high school, Ontario has so far continued to prepare its teachers in a one-year program following secondary school graduation. It is not surprising, therefore, that elementary school teachers in Ontario have not won the professional status achieved by teachers in some other jurisdictions.
5. Yet Ontario has been well served by its Teachers' Colleges. Working within definite limitations, the staffs of these colleges have done competent and frequently imaginative work in the preparation of teachers. Within the limits of their time and energy they have attempted to keep abreast of new developments in teacher education. But under the circumstances they have had to emphasize the techniques of teaching more than such fundamental areas of study as the philosophy of education, child and adolescent psychology, and the learning process. Our young teachers graduate with training in the actual skills of teaching which compares favorably with that provided in many other systems. But they face their task of teaching as less mature individuals than their duties require and with more limited academic and philosophical background than they should possess.
6. In fact there appears to be a growing conviction among thoughtful parents and the public at large that most graduates from our Teachers' Colleges are too young, too immature, and less well prepared academically than they should be.
7. From the beginning the Teachers' Colleges have been centrally controlled and directed by the Department of Education. While this has tended to maintain good standards in teacher education across the province, it has led to some unfortunate results. This central control of the colleges has tended to produce a uniform program for all the colleges, a program which has become increasingly rigid as new subjects have been

added to the school curriculum, causing the body of required material in methods to be very heavy for a one-year course. The same program, which attempts to prepare all students for general teaching competence in all grades, has been required of all the students in the Teachers' Colleges.

8. These factors have tended to develop time-tables which have been very demanding in classroom time and in which students are scheduled for activities in a traditional way, period by period throughout the day. This again has led to the construction of college buildings which are traditional in design, not unlike the school buildings from which the students have so recently come. Some of the existing colleges are old and inadequate, but there are several new college buildings of attractive appearance and improved design. Nevertheless, even these have been built with the traditional program in mind, although the new buildings now under construction by the Department show many innovations in design in keeping with new developments in educational thought and techniques. Many interesting and important new concepts in education have had to be ignored in practice, if not in theory, where the proper facilities have not been available. For all of these reasons, too, the colleges have not been able to develop experimentation in special fields.

9. The present program, which attempts to prepare all students for general teaching competence in grades one to eight, causes all students to be subjected to much the same treatment and leads to lack of experimentation in special fields. It also militates against depth of study in any one area and thus largely prevents the development of special talents and abilities in individual teachers.

10. Rigidity of organization has also been evident in practice-teaching arrangements. A lack of flexibility has made it difficult in many cases for the student and the associate or practice teachers to work together, to note special programs, and to observe the work of the school as a whole. Improvement in the value of the practice-teaching experience can arise from closer liaison between the staff and the associate teachers. However, while the arrangements have been open to criticism, this practical experience has proved to be most valuable to student teachers.

11. The role of the associate teacher could be greatly improved by increased recognition and remuneration. Since the practice-teaching experience is vital to the teacher-education process, only the best practising classroom teachers should be engaged in this important work.

12. It is evident that Ontario's program of teacher education has been too limited in scope and that one of the major contributing factors has been the fact that teacher supply has been the predominant consideration. As a result, teaching has not properly challenged our ablest students, many of whom have chosen other careers in preference to elementary school teaching. Recruitment has therefore become increasingly difficult.

13. For too long, improvement in teacher education has been attempted by patchwork methods. The committee is definitely opposed to further measures of this nature. It is confident that the time has come for a complete reappraisal of the role of the elementary school teacher, for a new concept and a new program of teacher education, and a major effort to achieve these aims as rapidly as possible. Such a new program must take into consideration the complexity of the elementary school curriculum, the increasing number of optional subjects and courses, the need to deal with all children with all their abilities and disabilities, and the public pressure to increase and to revise the content of courses in accordance with the growing body of knowledge. There is much valuable material to be retained from the present program, but there must also be a new and imaginative concept of teacher education with broader aims and richer educational content. Thus we may hope to produce elementary school teachers with deeper scholarship and greater maturity. To such teachers, we could safely entrust the future education of our elementary school children in Ontario.

IV The Proposed Plans For Teacher Education

1. Rationale

1. In the preparation of plans for teacher education the committee has considered carefully the expected role of the teacher and the deficiencies inherent in the present procedures. In spite of the excellent work being done by the colleges in the field of methodology, it is evident that there are fundamental weaknesses in teacher education in Ontario which cannot be resolved under the present system. It appears that the major deficiencies are related to inadequate academic education and insufficient maturity on the part of the student teacher.
2. A short period of preparation may well provide student teachers with teaching methods and techniques, but it cannot overcome their primary lack of maturity. The human resources of the nation are recognized as its greatest asset, and it would be unrealistic to expect these to be developed by teachers who themselves are lacking in maturity, sound education, and scholarship. We are told that adults today need to be able to adjust to a changing world. To develop in the children of any school age the potential for change in later life requires well-educated teachers of the highest calibre.
3. It is recognized that the ultimate responsibility for the professional education and certification of teachers must continue to rest with the Minister of Education, regardless of the plan or plans which may be developed. Having recognized this fact, the committee sought answers to such basic questions as the following: who should prepare teachers? what should be the academic and professional qualifications of teachers? and what types of programs of teacher education are best?
4. In an effort to obtain answers to these questions, the committee turned first to research studies on the subject. These indicated that the education of teachers should be carried on within the university milieu and that teachers, whatever their teaching assignment, require the background of learning, maturity, and experience that normally derives from obtaining a university degree. One of the most thorough studies in this field has been that of Conant, in 'The Education of American Teachers'. On the basis of his studies of the variety of ways by which a teacher may become qualified in the different parts of United States, Conant recommends that all teachers should hold a baccalaureate degree and receive their professional training in a university rather than a teachers' college.
5. The Ford Foundation in a report of its studies on teacher education declares as follows: 'A liberal education is the first essential in the education of every American and particularly every teacher.'
6. The Robbins Report on Higher Education in Britain emphasizes the need for a closer relationship between teacher education and higher education as carried on by the universities in these words: 'We have come to the conclusion that the degrees taken in training colleges should be based upon a four-year course.'
7. The committee also studied the statements and opinions of individual authorities in the teacher-education field as expressed in their published reports. These strongly supported the contention that the university is the appropriate place to educate teachers and that a teacher should have a university degree. Only one of these many opinions is quoted here. N. F. Scarfe, Dean of the College of Education in the University of British Columbia, in his article 'In Pursuit of Teacher Excellence' which appears in the *Educational Quarterly*, Autumn, 1964, says:

'Another important consideration is that excellent teaching comes from mature individuals, that is, wise and virtuous people who have time to think, to study and argue on a wide range of interest. Maturity implies confidence based on competence and careful training. The injection of adolescent individuals as teachers into the classroom is simply another way of perpetuating adolescent attitudes and outlooks. A teacher has to be a mature, well-educated person. That is why, over the world, four years of university life seem now to be the expected minimum qualifications.'

8. As a further source of evidence, the briefs which were submitted to the committee by many organizations and individuals were studied. It was noted that, while there was not complete unanimity on the subject, the submissions were overwhelmingly in favor of teacher education being provided through the universities with a baccalaureate degree as a basic requirement for teachers.

9. An excerpt from the brief of the Ontario Teachers' Federation which reflects the opinions of its five affiliates, states:

'It seems unnecessary to offer support of the values of teacher training carried out in the university. It is well known that having contact with persons of other university faculties would be a valuable association for teachers-in-training; that a faculty of education would attract a high calibre of student as well as a high calibre of 'master-teacher'; that highly trained individuals who have lived four years in an atmosphere of scholarship and research are more likely to be ready to meet the challenge of to-day's children; and that more mature young people, having chosen teaching as a career, will be more likely to stay with it. However, if the necessity for 'retraining for jobs' comes to the teaching profession, the university trained individual would seem to have an advantage.'

10. The staff of the Toronto Teachers' College states in part in its brief:

'From the outset of the deliberations, there was unanimous agreement among the committee members that all elementary school teachers in Ontario should have, among other things, the rich background and general education and the personal maturity which is thought to result from university experience. That the teacher of elementary schools should possess a B.A. or equivalent degree was, then, accepted as a principle upon which any program for teacher education in Ontario should be based.'

11. The Bilingual Association of Inspectors and Teachers' College Staffs in referring to admission requirements commented as follows: 'It is hoped that, ultimately, all teachers in the elementary schools will require a university degree before being granted a teaching certificate.'

12. The briefs submitted from supervisory personnel including inspectors, superintendents, and directors of education, all expressed the opinion that teachers ought to have the learning and the maturity obtained from university studies leading to a baccalaureate degree.

13. The committee also looked at a number of other teacher-education programs. Members of the committee visited most of the provinces in Canada and found that, in six of them, teacher education is given by the universities. These are British Columbia, Alberta, Saskatchewan, Manitoba, Quebec, and Newfoundland. A two-year course in the university is the minimum requirement for certification in the four provinces of British Columbia, Alberta, Saskatchewan, and Quebec.

14. In the United States, teachers' colleges outside of the universities are fast disappearing, and the trend is toward a university degree as a basic requirement for a teaching certificate. In 1966, in New York State, a Master's degree will be required of all teachers. In England, the present requirement is for three years' training beyond secondary school, and the report of the Robbins' Committee on teacher education recommends that teacher education be more closely linked with the universities and, for many students, extended to four years. In France the teacher-education program covers a post-secondary four-year period.

15. While it may be argued that programs for the preparation of teachers of the primary grades require less academic content than those for teachers of higher grades, several factors need to be considered. A teacher at any level by the very nature of his

task should be a scholar and an educated person. As intimated earlier, the committee has found that there is a general consensus that a degree is essential as the basic scholastic foundation for teacher education. The obvious advantage of a degree is that it provides a rich background of scholarship and maturity for the prospective teacher. However, it may be a difficult requirement to meet at times of rapidly increasing need for teacher supply. For teachers of primary grades, some universities might be willing to experiment with courses of study leading to a degree containing a somewhat different selection of studies than any which now exist.

16. Considerable research evidence points out the unusual significance of a child's growth and development in his early years. In support of this contention the committee quotes two authorities. In 'Stability and Change in Human Characteristics', a compilation of data by Benjamin S. Bloom, the author makes this summation:

'When the student starts school at age 6, he has attained about one-third of his general learning pattern, whereas by age 4 he is likely to have attained about one-sixth of this pattern. Since estimates suggest that 17% of growth in achievement takes place between the ages of 4 and 6, it can be hypothesized that nursery school and kindergarten would have far-reaching consequences on the child's general learning pattern. Also, the approximately 17% of growth which takes place between ages 6 and 9 seems to suggest that the first period of elementary school, grades 1 - 3, is probably the most crucial period available to the schools for the development of general learning patterns. We are inclined to believe that this is the most important growing period for academic achievement, and that all subsequent learning in the school is affected and in large part determined by what the child has learned by the age of 9 or by the end of grade 3.'

17. Dr. R. A. Dentler, in his article entitled 'Dropouts, Automation and the Cities', in the Teachers' College Record, March, 1964, says:

'The missing component in a program of preparation for social and educational accommodation to the rapid changes that lie ahead for our urban society is a platform of excellence in the first, and second and third grades. It is this platform, not later rehabilitation, that will make fluid adjustments to a changing occupational structure possible.'

18. The desirability of the linking or integration of elementary and secondary school teacher education was discussed. The committee believes that the ideal program would provide for the education of both elementary and secondary school teachers within the same college or faculty. In the recent Report on the Training of Secondary School Teachers, 1962, the following opinion was expressed.

'The committee can see advantage to such a joint program — the bringing of teachers' colleges into closer contact with the universities, the mingling of all teachers at all levels, and a growing concept of education as one continuous process. A true solution to this problem of bringing all systems of training together must await the time when a first degree is required of all prospective teachers at all levels of the educational system. At that time, joint training will be possible and the advantages listed above will have real meaning.'

The committee agrees that the integration of elementary and secondary school teacher-training programs will be most meaningful when strong similarities exist in the backgrounds of the students. However, initial steps toward joint programs can be undertaken with value long before the complete development of the degree program for elementary school teachers.

19. A well-articulated program of cumulative education from kindergarten through graduate school should be our ultimate goal. Since much of the psychology, sociology, and philosophy of education offered in teacher-education courses is relevant to the teaching of young people at any grade level, the committee feels that integration of the training programs for teachers should be encouraged. Beyond these areas of study the students would pursue courses particularly adapted to their needs.

20. It is assumed that all the universities engaged in teacher education would not attempt to provide a program covering the entire range of preparation. Some should

concentrate upon certain areas in which they could best furnish the necessary research and teaching power. In deciding upon their areas of concentration, the colleges should keep in mind the number of teachers required at the various grade levels. It is recognized that it would be extremely difficult for some colleges to assemble the specialized staff required to cover all phases of teacher education and that colleges would therefore specialize in different fields.

21. The committee therefore recommends that, as teacher education is transferred to university campuses, teachers for both elementary and secondary schools may be educated in the same institutions, where it is considered desirable. The colleges concerned might specialize in the education of teachers for certain related grade divisions, such as kindergarten to grade nine, or grade seven to grade thirteen. The certificate obtained by the graduates might enable them to teach in at least two contiguous divisions of the school system, depending upon the organization of the program in the respective colleges of education.

22. The attitude of the universities toward undertaking elementary school teacher education was also considered. The answer was at least partially supplied by the 1963 report of the Presidents of the Universities of Ontario to the Advisory Committee on University Affairs. The Presidents stated: 'Therefore if the Department of Education were to decide to set the admission requirements for elementary school teacher training at one, two or three years of liberal arts beyond the secondary school, we should plan to have the facilities to take care of them.'

23. After long and careful consideration of all the evidence the committee unanimously recommends that

1. the program for teacher education should be provided by the university;
2. the program should be of four years' duration leading to a baccalaureate degree and professional certification;
3. elementary and secondary school teacher education be offered within the same university faculty or college where feasible.

24. In arriving at this conclusion, the committee is aware of the problems of maintaining an adequate supply of teachers, the cost of the program in terms of time and money, and the dislocation involved in transferring the whole program from the present Teachers' Colleges to the universities. Nevertheless, the committee believes that the proper preparation of elementary school teachers is so important and so essential to the present and future welfare of this province and its individual citizens that the first step toward a change should be taken without delay.

2. Design

25. In the preceding section the importance of a university-oriented teacher-education plan has been emphasized. A few general principles should be stated in outlining the general design of such a plan.

26. All candidates for teacher education should comply with regular university admission requirements, and upon entering the university should share the privileges and responsibilities of the students in other faculties.

27. Teacher education should be offered within its own college or faculty so that facilities and materials required for the program may be readily available and so that the students pursuing a common purpose may exchange ideas and develop a professional spirit. Yet the students should form an integral part of the university community, studying the liberal arts subjects with students of other faculties rather than in isolation. Liberal arts professors and professors of education should co-operate closely in preparing and carrying out the program of teacher education. Each should complement the efforts of the other.

28. The committee agrees with the widely held opinion that approximately seventy-five per cent of the program of teacher education should be devoted to academic studies and approximately twenty-five per cent to professional preparation. While these may appear to be arbitrary figures, they correspond approximately to the three years after grade 13 required to obtain an arts degree and one year of professional training.

The Main Components of Teacher Education

29. The Ford Foundation has outlined succinctly the requirements for a successful program of teacher education.

'The most promising new developments in the preparation of teachers have four characteristics: They provide for the liberal education of the teacher; they provide for an extended scholarly knowledge of the subject or subjects to be taught; they provide for the development of insights into child psychology, the learning process, the meaning and purpose of education through seminars in which these concerns are brought into relation with the problems experienced by beginning teachers; and they involve arrangements for acquiring the art of teaching through carefully guided apprenticeships or internships on the principle that an art is best acquired by practice under direction and criticism.'

30. In the areas visited by members of the committee and in reading material on the subject there was general agreement that there are four main components in teacher education:

1. a liberal or academic education;
2. foundations of education such as psychology, philosophy, and sociology;
3. curriculum and instruction;
4. practice teaching.

31. When a plan is actually being designed for teacher education, how should these components be arranged in order to produce the most effective program? The answers to this question lack general agreement; in fact, practices vary widely. On the one hand we find complete integration of academic and professional education in each year of the program. On the other there is complete separation of academic and professional education with the latter following the former in consecutive order. The committee gave serious consideration to this matter and reached the conclusion that it was desirable and probably necessary to provide more than one plan for teacher education. Thus it should be possible to meet the needs of those who have made an early decision to become teachers, those who have completed a university degree and subsequently wish to enter the teaching profession, and those who have already gained scholarship, maturity, and experience beyond the normal level of prospective candidates.

32. The committee recommends that the following plans be made available:

1. a concurrent plan — a flexible arrangement whereby academic and professional education would be linked closely for more than one year;
2. a consecutive plan — an academic education followed by professional training;
3. an internship plan — a program for mature students or those with special talents and education beyond the level represented by a regular baccalaureate degree.

(a) Concurrent Plan

33. Many students know that they wish to become teachers even before they graduate from a secondary school. While it is important that they gain some maturity and academic background before entering the intensive period of their professional education, yet, it is also important that they identify themselves early with teaching so that they may gain and maintain a sense of purpose. Vocational relevancy adds motivation to what might otherwise be unrelated study. In a concurrent program, theory and practice may be closely related and integrated, each adding to a better understanding of the other. There is a need for prospective teachers to develop an early and growing interest in educational principles and problems and to become aware of the psychological and philosophical foundations of teaching. Thus they may gain useful opportunities to consider such matters over an extended period of time.

34. In the past, some attempts to offer concurrent courses in teacher education and the liberal arts have unfortunately resulted in somewhat inferior academic preparation, but this need not be the case. The committee believes that the academic disciplines provided for students proceeding to a teaching career should be as challenging as for those taking an arts degree leading into other fields of endeavour. The selection of liberal arts courses should provide a broad and sound general background of scholarship involving as much relevancy as possible to the profession of teaching. It is recommended that emphasis upon academic studies in the first part of the program should be followed by gradually increasing attention to the educational application of such studies in the later part of the course, which would be devoted largely to professional preparation.

(b) Consecutive Plan

35. Many students complete their formal academic education before taking the professional program. This necessitates a program designed to provide, normally in one year, the professional aspects of teacher education. The greatly increased number of graduates expected from our universities in the next few years, particularly in the arts faculty, suggests that many more may be available to enter the teaching profession by this route.

36. This arrangement has some obvious advantages. It permits those who have gained maturity and experience in other fields of endeavour to turn to teaching in order to gain the satisfactions and rewards which the profession has to offer. It provides an opportunity for those who prefer to concentrate upon purely academic work during their university course to obtain later professional preparation which will permit them to transmit their scholarship to others. It also provides for those who decide to enter teaching after completing their degrees.

(c) Internship Plan

37. A third route of teacher education which may be followed is that of internship. This is designed for mature persons who hold a degree and who, because of their experience or the possession of special training or talents, are able to make a desirable contribution to a school system.

38. An internship plan requires careful selection of candidates. Acceptable candidates receive training during the summer months, for a period of five or six weeks. In the following school year, from September to June, the intern teacher is assigned to a school where he works under the supervision of the principal, the college, and supervisory personnel of the local board. During this year of work he receives appropriate remuneration. It is expected that groups of candidates will return to the college at specified times for seminars. At the end of the internship year, the teacher will return for a second summer session. Only after completion of this second summer session will a certificate be granted.

39. The internship plan provides a means by which a limited number of mature people with high qualifications may enter the teaching profession. It also offers a candidate the opportunity to earn reasonable remuneration during his training period, which in some cases is quite necessary. It should not be considered an emergency plan since it is closely supervised throughout all of its phases and is available only to mature candidates with special talents and experience.

40. A more detailed outline of the program for this plan is presented on pages 28 - 30.

3. Plans for the Preparation of Teachers of Special Subjects

41. One important area of teacher education is the preparation of teachers of special subjects. As any educational system attempts to serve the needs of all its children, it increases in complexity and requires the services of larger numbers of teachers with special qualifications. The provision of options, the adjustment to special disabilities of students, the encouragement of unusual talents, the compensation for varying rates of growth — all these conditions require teachers who have had special preparation for their work. The specific nature of their training requires careful consideration, and the committee's recommendation of a basic degree including or followed by professional training has not made it forgetful of the particular problems of teacher preparation in special fields.

42. With respect to such areas as art, audio-visual education, guidance, home economics, industrial arts, library science, oral French, and special education, it is hoped that ultimately the obtaining of a basic degree and professional education would be followed by a series of courses leading to specialization or, alternatively, that a specialized degree would be followed by professional education. Such courses would be expected to produce special efficiency in levels, only the first of which might be part of the basic preparation.

43. However, the talents required in these areas are frequently identifiable quite early in a prospective teacher's life, and may provide the motivation for early specialization. Such early indications of interest in a special field should be encouraged by the development of the particular potentialities of the teachers concerned.

44. In certain special subjects there may be several routes to teaching competence. The committee urges that a reasonable equivalence be established among units of higher learning and private study, performing experience, proven artistic competence, and courses which do not lead to a degree. The varieties of these abilities and experiences

are such that individual consideration would be required. This could be given only by some continuing committee of assessment.

45. The committee recommends that there be adequate provision of specialized courses to allow teachers of general certification to develop competence in special subject areas, and that courses in general education be made available to teachers of somewhat narrow specialization in order that they may benefit from a broader program of teacher education.

46. In the field of art, the prospective teacher may follow a course of preparation for his work as a teacher from a basic degree and professional training to subsequent specialized art courses, or from a degree in fine or applied art followed by professional training. In the opinion of the committee, graduates of the Ontario College of Art and similar institutions can become valuable teachers. While the entrance requirements of the Ontario College of Art may not be identical with regular university entrance, the special abilities required of its graduates may help them to meet equivalent standards. The committee therefore recommends that graduates of this college be accepted for professional education as teachers in the field of art on the assumption that additional courses in their teacher education will be aimed at broadening their general education.

47. In the field of music, the committee recommends the acceptance of either of two routes of certification, namely, a basic degree and professional education followed by specialized music courses, or a specialized degree in music, such as Bachelor of Music, or an honour degree in music, followed by professional education. An associate in a conservatory of music should be recognized as possessing the equivalence of some university subjects provided that the holder has the normal requirements for university entrance. The additional university subjects required to bring his standing to a degree level should serve to provide the general educational background expected of a prospective teacher.

48. In the field of home economics, the committee recognizes the validity of either of the normal routes of preparation — a basic degree and professional training followed by specialist courses in the subject, or alternatively, the specialized or honour degree in the field of home economics followed by professional education. The committee urges the establishment of special courses which would be based upon university admission or its equivalent and which would consist of three years of both general and specialized study at such institutions as a Polytechnical Institute or the Colleges of Applied Arts and Technology, to be followed by professional education. Such courses, which might be modified versions of the present food option and clothing option courses, could provide competent teachers with the proper balance of general and special education.

49. The committee's basic requirement of university entrance has been prompted by the desire to make it possible for the prospective teacher to proceed with any of several courses of academic education. However, it should be clearly understood that university admission may not necessarily require normal grade thirteen standing. There are advanced evening courses and certain courses now available at institutes of technology which may be considered as equivalent to work being covered in first or even second year university. Moreover, it may be expected that Colleges of Applied Arts and Technology in this province may offer courses of similar weight and nature. Thus it is evident that, for the teacher of special subjects, equivalent requirements for admission to professional courses in education must be established.

50. In the field of industrial arts, we have lacked a specialized university course in this province. It is recommended that teachers of industrial arts obtain a basic degree to be followed by professional education with the latter being expanded and improved in order that it may meet higher standards of specialization. It is also suggested that adequate courses in this subject area be provided in post-secondary institutions.

51. In both home economics and industrial arts it would be necessary to set up basic equations for courses obtained at universities, Colleges of Applied Arts and Technology, advanced evening technical classes, and other comparable areas of education. Such equations should be based upon the length of courses, their weight, the degree of their specialization, and the breadth of general academic education provided.

52. The committee recommends that some means be found by which courses, subjects, diplomas, certificates, degrees, and other measurements of educational achievement in other jurisdictions, such as other provinces, the United States, or Great Britain, could be equated reasonably with those of Ontario so that education in this province may be enriched by the contributions of teachers and prospective teachers from other areas.

53. The committee hopes that those universities with large enrolments, adequate facilities, and the required staff will choose to develop programs in special subjects and in

special education to a high degree of concentration. Programs involving some studies at both undergraduate and graduate level are required in art, music, home economics, industrial arts, library science, guidance, oral French, and kindergarten-primary, as well as in a number of fields of special education such as those requiring the services of teachers of the deaf, the retarded, the gifted, and the opportunity-class student. In the meantime, adequate recognition of standing in these courses outside of Ontario is required.

4. Plans for the Preparation of Teachers of Special Education

54. It is estimated that over fifteen per cent of the school population is comprised in the grouping called 'exceptional children'. Most of these children remain within the ordinary classroom under the direction of a regular teacher who should have some competence in dealing with children of special abilities or disabilities. However, two or three per cent require placement in special classes. The teachers of these special classes should have a much fuller program of preparation than that which is now provided.

55. In the main, the ideal plan for the preparation of such teachers would involve a basic degree and professional preparation followed by specialist preparation in the special field. The course of professional education may offer some options in special education in order to achieve two purposes: first, to provide a motivation for those prospective teachers who have already chosen this field, and second, to provide a general useful background for teachers who carry on the normal school program. It must be recognized that teachers who will deal with exceptional children require a very special program which should be based upon a sound foundation of general education. Such additional preparation will be available when proper recognition is accorded to the field of special education, and the nature of its problem is clearly understood.

56. Special background preparation is required in the handling of pupils in hospital or confined to the home, as well as in opportunity classes, enrichment classes, junior vocational classes, classes for the orthopaedic and cerebral handicapped, limited-vision classes, hard-of-hearing classes, speech-correction classes, and classes in remedial reading. To these must be added several fields requiring more intensive specialization outside the regular elementary school system such as schools for the deaf, and institutions for the emotionally and mentally disturbed.

57. The committee recommends the provision of certain options basic to the field of special education within the program for the professional preparation of teachers. Such courses or lectures as deal with the psychology of disability, the philosophy of special education, and organization and administration for exceptional children are of great interest to prospective teachers who will ultimately enter these fields and could be of general interest to almost all teachers-in-training.

58. The committee suggests that some of the larger colleges of education, with adequate staff and facilities, might provide leadership at the graduate level in this most challenging field. The development of departments of study and research in these areas would help to reveal the true complexity of the problems and to provide solutions through improved teacher preparation.

59. The committee also recommends that, for some interested prospective teachers and for all post-graduate students in the field of special education, practice-teaching experiences be made available in the area of study. This would necessitate the development of associate teachers and practice-teaching schools in areas as yet not involved. Practice teaching should be available in schools and in classes of special types, such as junior vocational, opportunity, and enrichment classes, and classes for retarded and handicapped children.

60. Special mention should be made of a neglected area — education for retarded children. According to the brief submitted by the Ontario Association for Retarded Children, less than fifty per cent of the teaching staff for the education of retarded children hold teaching certificates of any kind. This is a serious reflection upon our neglect in this field. Despite the strong encouragement, financial and otherwise, which the Department of Education and other bodies have given to the movement, there are still impediments to the provision of suitably trained teachers. The exclusion of such teachers from the Ontario Teachers' Federation as statutory members, the exclusion from the provisions of the Board of Reference Act, the lack of coverage by the Teachers' Superannuation Act, and the inadequacy of supervision for such teachers largely arise from failure to recognize the need for an adequate method of teacher preparation for such teachers of specialized work.

61. Special education is a continuing process throughout all formal education and is not restricted to the grades of the elementary school. There is a need for secondary school teachers, technical teachers, commercial teachers, and teachers of sheltered and adult workshops in the field of continuing special education.

62. The committee does not underestimate the difficulty of implementing these recommendations. It believes that in the field of special education real worth should be recognized. It therefore urges acceptance, after proper appraisal and equation of standards, of the experiences of persons from the Institute of Child Study in the University of Toronto and from other similar types of schools or institutes. The committee recommends the acceptance of recognized courses offered at American and British universities. In addition, it would encourage the employment of teachers with special qualifications from other jurisdictions. The general lack of provision for training teachers in most areas of special education has placed this important work in considerable jeopardy when we consider the general increase in pupil enrolment in our schools and the increasing percentage of these pupils who should be given special attention.

5. Administration of the Plans

63. In Ontario, the Minister of Education, under legislative authority, assumes the responsibility for teacher education. The Minister may enter into an agreement with the governing body of any university for the education of teachers. Since we recognize the autonomy of the universities, it is essential that the Minister make a separate agreement with each university concerned in order that flexibility of programs be maintained. In general, the agreement should indicate clearly the areas of responsibility charged to the university and the authority delegated to it for the purpose of discharging its responsibilities.

64. The following recommendations are offered as suggestions in drafting agreements. These will require adaptation to each particular situation.

Advisory Board

65. In each instance there should be an Advisory Board which should be appointed at the time of the agreement. The function of the Advisory Board would be to make recommendations to the university and to the Minister concerning the planning of the physical plant, admission requirements, curriculum, examinations, and matters affecting the faculty. It is of vital importance that this Board should begin to function early enough to be useful and effective, especially in the planning of the physical plant. It is suggested that the composition of the Board be as follows: eight members appointed by the Minister, eight members appointed by the university, and three members appointed by the Ontario Teachers' Federation. With respect to the eight members appointed by the university, one shall be the Dean of the Faculty as an ex-officio member and at least two would be elected by the faculty of the educational institution. The committee believes that the representatives of the Minister and of the university should be appointed with dates of retirement arranged in such a manner that no more than two retirements in each case occur annually. The other members should not be appointed for more than four years in succession, but would be eligible for re-appointment. Where a vacancy occurs, the appointing body would fill the vacancy for the balance of the term. The registrar of the university, although not a voting member of the committee, would act as secretary and call the initial meeting, at which a chairman would be elected by the members of the Board. A minimum of two meetings a year is recommended, with additional meetings called by the chairman or at the request of any five members.

Building and Facilities

66.- Funds to establish, equip, operate, and maintain each College of Education should be provided by the Province of Ontario. Estimates of all sums required for each academic year for the operation and maintenance of the college should be submitted by the university to the Minister. It is suggested that the estimates be prepared by the Dean after consultation with the Advisory Board and with the Minister.

Courses

67. It is recommended that the university administer the College of Education as an integral part of the university. The Minister would retain the responsibility for granting all certificates on the recommendation of the university, and professional courses leading to eligibility for certification would be approved by the Minister.

68. The calendar of the faculty of education would outline the courses which it offers and the types of certificate for which a student may qualify. Subject to meeting Department regulations, the admission requirements for any course in the faculty of education would be determined by the university. With respect to post-graduate degrees, the university would establish its own courses and have sole jurisdiction in this field. Courses leading to specialist certificates should be offered by the university in accordance with standards set by the Department.

Fees and Grants

69. Fees for those students taking courses in the College of Education should be the same as for other arts students. Since the Department of Education has assumed almost the entire cost of professional education in the past, and since a continuing need for teachers exists, a grant equivalent to at least the fee for one year should be made available for each student enrolled in the teacher-education program. Increasing support for higher education is being provided by the provincial and federal governments, and the committee strongly commends this trend.

Staff

70. The Dean of the College of Education should be appointed by the university with the concurrence and approval of the Minister.

71. Appointments to the staff of the college should be made by the university with the provision that the Minister shall be consulted regarding appointments of professors who will give instruction in methods for particular subjects of the school curriculum. A member of the teaching staff, if qualified as a teacher under the Acts and Regulations administered by the Department of Education, should, on appointment, have the option of participating either in the University Staff Retirement Annuity Plan or in the Teachers' Superannuation Fund. The Department should ensure that any staff member of an existing Teachers' College either be placed on the staff of a faculty of education or be assured of another position in education yielding a comparable salary.

V The Proposed Program of Teacher Education

1. The Academic Program

1. As previously intimated, the committee believes that an expanded academic education is one of the prime requisites for the improvement of teacher education in the province of Ontario. It should serve a two-fold purpose. The first is a cultural one — to increase the capacity of a teacher to live an enriched life, to gain an insight into social issues, and to choose between good and bad, truth and falsehood, the beautiful and the ugly, the worthwhile and the trivial. The second purpose is to provide a scholarly knowledge of a subject or area of study in order that the teacher may teach more effectively. Furthermore, an academic education has unusual pertinence for the professional educator since it should render him an informed person with a lively curiosity and an appreciation of learning, thereby qualifying him to stimulate his students in the pursuit of his educational interests and their own.

2. In the different universities of the province, there appear to be different patterns of progress leading students toward the acquisition of a degree. Some prefer a greater amount of specialization and at an earlier period than do others. The type of degree most useful as a practical background for teaching will depend upon the intended level of teaching and, in some cases, upon the area of specialization. Thus, it is evident that an academic program appropriate for prospective teachers might lead to a bachelor's degree in arts or science as well as in such related subject fields as music, library science, home economics, and physical and health education. In the primary and junior grade levels of the elementary school, the need for subject specialization is less than for the intermediate and senior levels. This does not deny the desirability of specialization on the part of teachers preparing for work in the primary and junior grades, but it should probably not be a prerequisite for them. Teachers who are being prepared for work in the lower grades would probably benefit most from a broad general education with considerable concentration on psychology, philosophy, and sociology. Those who prefer the middle grades would be well advised to include in their degree courses, at the basic or general level, English, history, geography, science, and mathematics. For teaching at the senior levels, specialization in depth in a single subject field or concentration in related subjects is practically a necessity. A major requisite for success in teaching is excellence in language. Probably no other profession is more dependent upon the art of communication. Masterful use of language not only clarifies instruction, but also presents a good example for imitation by pupils.

3. It is recommended, therefore, that all students wishing to be certified as teachers be required to include at least three full courses in English as part of the work leading to a degree, or in French for students preparing to teach in schools where French is the language of instruction. It would be desirable for these courses to be taken in successive years in order that attention be given to language throughout the degree work. The courses covered should encourage the student to reach a satisfactory standard in oral and written language as well as in literature.

4. As in other professions, teaching requires certain essential disciplines. In addition to English or French, the study of psychology, philosophy, and sociology should be included in the university course. In a later section on professional courses these three subjects will be referred to under the title Foundations of Education. In order to provide a background for the study of these subjects at the professional level, it is desirable that at least

one general background course in each of psychology, philosophy, and sociology be selected by the student. These should preferably be of such a type that the application of theoretical principles may be clearly discernible. It is possible that some students may elect to concentrate in these three disciplines. If so, a university may provide a course in each of them at a more advanced level in the third year as credit towards the academic degree. The committee recognizes that courses in an undergraduate program can be justified only if they contribute to the intellectual growth and maturity of the students. In order that the academic integrity of these courses may be ensured they should belong to the regular program of the university and be available as credit courses to students other than prospective teachers.

5. At the present time, most universities offer courses in religious knowledge as basic academic disciplines. Such courses should be extended in the universities since they have particular pertinence to teachers.

6. The committee believes that a good deal of flexibility in the planning and administration of the academic program is desirable. It is confident that each university participating in teacher education will offer academic programs designed to meet varying levels of teaching and to fulfil the two-fold purpose which has been briefly outlined in this section of the report.

2. The Professional Program

7. As pointed out in the previous section, the teacher, because of his unique role in the school and the community, should be an educated person in the fullest sense of the term. His academic studies will enable him to obtain a broad education as well as a depth of knowledge in those disciplines which he has elected to study. However, mere knowledge of a subject, while extremely important, is insufficient qualification for teaching. Whether or not the ability to teach is an innate talent is debatable; that teaching is essentially an acquired skill or art appears to be generally acknowledged. Hence a comprehensive program of professional education will be not only helpful to a prospective teacher but essential for truly effective teaching. The role of the teacher has been outlined previously, but it should be re-emphasized that a teacher is not merely a hearer of lessons nor a purveyor of knowledge. Education is a vital, creative, dynamic experience. The teacher must be able to identify needs, employ sound educational principles, and lead children to recognize problems and appreciate sound values. The effective teacher cannot simply use routine patterns and techniques. Among other objectives he should develop a pupil's capacity to gather information, to observe, to reason, to see relationships, and to draw accurate conclusions.

8. The committee recognizes that no one pattern of professional education has proved to be the most effective. It believes that Colleges of Education should have considerable freedom and flexibility to develop distinctive programs. For this reason, it does not propose to suggest a specific program of professional education but rather to point out what appear to be desirable patterns, principles, and procedures.

9. A program of professional teacher education should include the following:

- (a) The Foundations of Education;
- (b) Curriculum and Instruction;
- (c) Observation and Practice Teaching.

(a) The Foundations of Education

10. This area of the professional program should include studies in psychology, in philosophy, and in sociology. As mentioned in the previous section, at least one course at the basic level in each subject should be a requisite for the professional area of teacher education. More advanced courses might also be made available within the academic program. If a student is deemed to have sufficient background in any of these fields from his arts course, he may elect to take another option subject to the approval of the Dean of the College.

11. The courses in educational psychology should emphasize child development and the nature of the learning process. A knowledge of the needs and interests of children at different stages of their development enables the teacher to provide opportunities for appropriate intellectual, social, and emotional growth. It is strongly recommended that the study of educational psychology be associated with personal observation of children

and actual work with them. More than one child might be studied during the student's university life. His studies might include two children selected from those who are normal, slow-learners, gifted, emotionally disturbed, or culturally deprived. Thus an opportunity would be provided for the student to relate theory and practice.

12. A study of educational philosophy should acquaint the student with the philosophical background of education and the contributions of philosophy to present-day education. It is mainly through a study of these philosophies that a student teacher will begin to formulate his own philosophy of education and to establish suitable goals and purposes for teaching. Without this study and this formulation of a personal philosophy, a student will tend to teach as he was taught and to present material merely because the topic is listed in the course of study.

13. A knowledge of sociology should sharpen the student's awareness of the problems that grow out of the socio-cultural realities of the world — past, present, and future, to the extent that the future can be foreseen. The educational process should be studied against, and related to, the background of our society in which a so-called explosion of scientific and technological knowledge is taking place and in which cultural values and social institutions are undergoing such rapid change.

(b) Curriculum and Instruction

14. A major division of the professional program should be that of Curriculum and Instruction.

15. A course in Management and Administration should be included as an important part of this area of study. It should reveal the fundamental factors involved in establishing an atmosphere conducive to learning and the measures that will facilitate the maintenance of such an atmosphere. It should also include a knowledge of the structure of educational administration at the provincial and local levels along with some basic information concerning the School Acts and Regulations. The student should also be made aware of the parts played by educational organizations and the role that he might play in them as well as in the community.

16. It is expected that a major part of the studies in Curriculum and Instruction will aim at helping the student to gain a knowledge and understanding of course content and of basic instructional techniques as related to educational goals and child development. The importance of this is implicit in two criticisms sometimes heard. Some teachers object to the meaningless repetition to which they believe they are subjected in methodology courses, and some teachers comment on the overemphasis on teaching patterns and techniques insufficiently related to the foundations of education.

17. The committee recommends a co-operative approach throughout the course by instructors in the Foundations of Education and those in Curriculum and Instruction. Working closely together in the presentation of educational theory and the demonstration of teaching procedures, they could emphasize the relationship and integration of educational aims, psychological principles, course content, and instructional procedures. Through the use of such techniques as team-teaching, lectures, seminars, demonstration lessons, films, and closed-circuit television in these two areas of the program, a student would be able to study and to discuss the curriculum as well as the essential principles of teaching. Such procedures would help to reveal not only what is taught and how it is taught but why it is taught. They would bring into focus the relationship between theory and practice. Topics such as child development, the learning process, motivation, the nature of intelligence, the influences of society, disadvantaged children, goals and purposes of education would take on new meaning when studied with reference to actual children living within the school society.

18. This concerted effort before the students have engaged in a considerable amount of practice teaching would provide an opportunity for demonstration of the best and the newest procedures in teaching. If the associate teachers were kept informed of this program and involved in it, continuing in-service assistance would help to prevent the perpetuation of stereotyped teaching procedures.

19. Students should be given an overall view of the subjects in the courses of study. This would enable them to observe the sequence of topics and to see the total school program both vertically and horizontally. Later the opportunity should be provided for students to select an area of concentration and specialization. They might major in the junior division, for example, and minor in primary or intermediate work. Thus, without being unduly restricted, they could become more effectively prepared in the division in which they hope ultimately to teach.

20. In addition to being permitted to concentrate on the work of a division, the students should have an opportunity to gain some special experience in a subject field, such as mathematics, science, history, art, or music. A study of one subject in a vertical pattern would help the student to teach it at a number of grade levels. It would also show him that other subjects must also receive sequential treatment from grade to grade. Students who select the primary division as a major area of concentration might prefer to specialize in a study of principles and techniques related to this level of teaching or of subject fields such as reading, children's literature, physical education, library science, and drama. The integration of subject areas and the methods to be employed with young children at a point where the foundations for the basic skills are being laid require special emphasis and special procedures. The development of a strong primary department should receive careful attention.

21. Programs in professional education should aim at retaining the best of former procedures and should encourage the development and implementation of new methods. General procedures followed in the professional program should not be stereotyped nor formal. They should exemplify the methods which it is hoped the student will incorporate into his own teaching. They should include lecture, experiment, discovery, directed reading, written assignments, discussion, reporting, committee work, use of the library, and the judicious employment of audio-visual materials and other resources. Specific goals should determine the selection of methods, the main criterion being that the method selected should stimulate the students to develop intellectual curiosity and help them to gain critical insight into the topic or problem being studied. Student teachers who have planned their own programs, organized committees, and guided discussions are most likely to encourage their pupils later on to develop a sense of responsibility and display initiative for similar action.

22. Courses in religious knowledge should be made available in professional programs. In a teacher-education program, students should recognize the importance of religion and should have an opportunity to extend their religious knowledge.

23. Special committees should be established for the preparation of optional courses in religious knowledge. These options might be offered on a half-year basis, and it should be possible for a student to select one or two during the period of professional preparation. Students should be able to select options suitable to either public or separate school teaching. Professors of religious knowledge should be appointed as regular members of the staff. In addition, provision should be made for the clergy to have pastoral contact and to meet with discussion groups on denominational lines where this may be desired.

(c) Observation and Practice Teaching

24. Another major area of the professional course involves classroom observation and practice teaching. The committee recognizes the outstanding value and significance of this phase of teacher preparation. It offers useful opportunities to acquire teaching techniques which will prove helpful in later classroom experience. While it was generally agreed that student teachers learn by doing, there was some lively discussion among committee members as to how this might best be effected.

25. Programs in observation and practice teaching may vary considerably in different colleges. The following proposals are presented, therefore, not with the intention that they be followed specifically in any college, but merely as suggestions for the creation of a possible pattern of preparation which would encourage increasing responsibility on the part of the student teachers and would help to prepare them to face the actual problems of the classroom in their later school experience.

1) Students would benefit from an early orientation to the teaching process. Thus the classroom may serve as a laboratory for testing and practising those theoretical principles which are being learned in the professional course. Opportunities might be provided for students to observe teaching, to work with groups of children, and to serve as student helpers, as introductory experiences before actual practice teaching has been attempted.

2) After the preliminary observation of lessons, students working in small groups might be permitted to teach one another and to discuss their presentations of the particular aspects of a lesson. In this way the principles of teaching will be made functional as soon as possible so that they may not remain mere verbalizations. The theories of such educational principles as co-operative work, the desirability of employing a wide range of instructional materials, and the uniqueness of the individual pupil are rendered more meaningful when translated into action.

- 3) Varying lengths of practice-teaching periods are recommended. Both short and long periods of teaching will prove beneficial during the practice-teaching program since each provides opportunities for specific benefits.
 - 4) The type of assignment should not be unduly restricted since students need to recognize the diversity of problems which they may encounter. For this reason, teaching of special and different groupings of children would prove useful at some time during the professional training course. Students might thus become more aware of individual differences and the problems resulting from these differences.
 - 5) A group of fifteen or twenty students might be assigned to a specific staff counsellor who would be expected to guide and advise them in their studies, to provide individual counselling, and to participate freely in group discussions with them. The deliberations and discussions following practice-teaching periods should give added significance to the actual experience of teaching.
 - 6) Since the opening and closing periods of school terms present some special problems, arrangements might be made for students to serve as teacher-aids at such times. They would gain valuable experience, and the regular classroom teacher might receive some welcome assistance.
 - 7) In a concurrent course of teacher education, students might be allowed to observe teaching, serve briefly as teacher-aids, engage in appropriate laboratory studies, and discuss basic principles and problems of teaching procedure at suitable times during the second and third years of the course. However, most of the actual practice teaching would take place in the final year.
 - 8) A full-time co-ordinator or director of practice teaching should be appointed. In addition to arranging practice-teaching schedules he should serve as a liaison between the college and the schools of the area. He should arrange meetings with the teachers. He should work closely with local school officials, attending in-service meetings, discussing problems related to the work of student-teachers, identifying needs and recommending desirable changes in the observation and practice-teaching program. This close relationship could prove highly beneficial to the college and the schools alike.
 - 9) It is vitally important that close liaison be achieved between the teachers' college staff and the associate teachers. To accomplish this close co-operation, seminars might be planned for the involvement of students, associate teachers, and college staff in free constructive discussion. Greater personal participation by associate teachers in the development of the teacher-education program and in the general appraisal of the students' potentialities and attainments would also be helpful. Similarly, greater personal involvement of the college staff in the observation and practice-teaching experiences of the students would aid greatly in achieving desirable integration of theory and practice. In view of the outstanding importance and value of the practice-teaching experience, only the most capable practising classroom teachers should be employed, and these should receive proper recognition, adequate remuneration, and reasonable opportunity to participate in the teacher-education program in a truly professional manner. The co-ordinator of practice teaching should provide the leadership for this professional exchange and development.
 - 10) Students who for various reasons may have displayed weaknesses in such areas as speech, language, writing, or reading, as revealed in their work in practice teaching, should be required to attend special clinics in order to correct such deficiencies before graduation from the college.
26. The following more detailed suggestions concerning the program of observation and practice teaching might apply to the organization in the final year of the plans of teacher preparation proposed by the committee and outlined in another chapter of this report. They are presented here for possible consideration.

- (a) Students might be encouraged to observe teaching and to assist with routine duties during the first week of school in order to become accustomed to the atmosphere and activities of school life in their new role as teachers-in-training.
- (b) Toward the end of September, and early in October, students could spend a short period of time in each of the three divisions — primary, junior, and intermediate — and, if possible, be allowed to observe and to teach one lesson in each division.
- (c) For the following seven or eight weeks, the students might remain at the college and receive instruction in the principles and practices of teaching. This period would include observation and seminar discussions of demonstration

lessons, teaching by closed-circuit television or films, and instruction of small groups by use of the video-tape technique. Team teaching might also be employed to reveal the relationships among Psychology of Education, Philosophy of Education, Curriculum, and Methodology.

(d) Late in the fall term, the student-teachers might be given their first week of continuous observation and teaching. It would be helpful if they were permitted to work in teams, sharing the program with the regular teacher. It would probably be preferable not to record any specific evaluation of this preliminary week's work.

(e) Early in the new year, another week of continuous teaching might be shared by two students for their mutual benefit.

(f) Shortly thereafter, a two-week period of practice teaching could be provided in which students would be given increasing responsibility for the planning and organization of classroom work.

(g) Another two-week period of teaching might be possible before the Easter vacation. At this time student-teachers might be assigned to classrooms on an individual basis. The regular associate teacher might take part in the work occasionally in order to demonstrate specific procedures, or might even find it convenient to leave the classroom for a short time to permit the student to assume greater personal responsibility for class management. Such practices, if judiciously employed, may serve to give young student-teachers some of the confidence which they require for their later demanding classroom experiences.

(h) Following the Easter recess, the student-teacher might be assigned to a school, rather than to a classroom, and permitted to engage in practice teaching for three consecutive weeks. The principal might find it possible to arrange the student's assignment so that he would be teaching within the area of his special talent and interest. The student might also be granted a panoramic view of the total school program with particular attention to the continuity of curriculum from grade to grade, the general administration of the school, the system of records, and any other specially significant matters.

(i) Students who have secured teaching positions would benefit from the opportunity of working, for a week or two toward the end of June, in the school system where they will be employed. This would provide an invaluable orientation experience and would also enable students to become familiar with the work being carried on during the closing period of the school year.

3. The Internship Program

27. The committee made a study of internship plans in teacher education in the United States. These are intended to offer an entry to the teaching profession for mature and capable persons with university degrees who, for a variety of reasons, have postponed their choice of teaching as a profession or for mature persons with special training and talents applicable to teaching. It should be clearly understood that the type of plan outlined in this section is suggested only as a supplement to other plans of teacher preparation.

28. Among possible candidates for this plan will be those who can bring into our schools various forms of specialization. Librarians, social workers, psychologists, and career counsellors are some of the many professional workers among whom prospective teachers may be found. The committee feels that their knowledge and experience would enrich the teaching profession.

29. Reference has already been made to this plan of teacher education in a previous section of this report. This chapter will present a more detailed examination of the plan.

The Pattern of the Internship Plan

30. The in-service plan suggested here for the preparation of prospective elementary school teachers in Ontario was adapted from plans of internship teaching in California, Wisconsin, and other areas studied by the committee.

31. At the outset it is suggested that interested colleges, with the co-operation of the appropriate school boards, might organize such a plan on an experimental basis. Since teachers enrolled in this plan will be required to have teaching contracts with a board for the following year, and to engage in a prescribed program of seminar and course study during the year of teaching, it will be desirable to find a local school board,

situated not too far from the college, which is interested in helping to conduct such a plan of teacher preparation.

Essential Details of the Internship Program

32. This program of preparation will include three phases.

The first phase will consist of a summer course of professional study, approximately six weeks in length, in which the student will be prepared for internship teaching. Subjects to be studied will include Psychology of Learning, Philosophy of Education, and Growth and Development of Children, as well as various areas of Curriculum and Instruction. Each day of the course may be organized to include both instruction for large groups and seminar discussions. In the organization of this program for Ontario teachers, it is suggested that an observation period in the classroom, of approximately two weeks, be arranged to take place in the spring term preceding the first summer course.

33. The second stage will involve one year of observation and teaching in a co-operating school system at an adequate minimum salary. During this year the intern teacher will receive close supervision by both the college staff and supervisors of the local board. He will be assigned to a school as an additional teacher, not in charge of a class, rather than assigned to a class, at least during the fall term, and will be under the close supervision of the principal. At regular intervals, the intern teachers will be expected to meet as a group for related seminar study. A few days could be specified at certain times during the year for the seminar program at the colleges. Here the intern teachers will discuss with staff members the problems arising in their internship experience, means of increasing their teaching competence, and other significant matters. The relation of practice and theory will thus become the heart of this in-service program. It is suggested that these seminar groups should consist of approximately twelve students and that the school principal or staff adviser might, at times, join the seminar sessions.

34. For the third phase of the program a second summer session of five or six weeks will be given immediately following the year of teaching. In this second session the students will engage in further professional study which may include Psychology, Philosophy of Education, Sociology, Administration, Professional Practice, Children's Literature, and Curriculum and Instruction.

Requirements for Certification

35. Students who take part in the internship program will follow a course of study, as prescribed by the college, during two summer sessions preceding and following a year of teaching, as outlined above. Before receiving a teaching certificate they must achieve the required standards in both theoretical and practical work. They may select two adjoining divisions of study. One may be considered the major area of concentration and receive additional attention. They may observe classes in both divisions but will probably do most of the practice teaching in one. After completing the second summer course, successful candidates will receive their certificates as qualified teachers.

Basic Requirements in Organization and Administration

36. Responsibility for the internship plan must be shared jointly by the school board concerned and the college. Prospective teachers should apply early to the selection committee, and, if accepted by the college, must secure a teaching contract for one year from a participating board approved by the college. Final acceptance for the course will be contingent upon candidates' having secured such teaching positions. The names of interested boards having adequate staff and facilities for participating in the internship plan would be placed on file in the college records.

37. Recruitment of applicants should proceed between October and May through wide publicity in brochures, newspapers, and professional journals, and by referrals from school and university officials. It should be emphasized that intern teachers must be independent of income from outside work during the first and second summers since the course involves full-time responsibility. This is a strenuous program, demanding in both time and energy and requiring good physical and mental health.

38. For each candidate accepted, the board will be given, by the Department of Education, a letter of permission, limited to service in this special teacher-preparation plan and authorizing him to teach on salary during the internship year. This credential will be issued for one year only and will entitle the candidate to teach only for the school board with which he has a contract.

39. Since the intensive demands of an internship plan require the enrolment of people with a high degree of maturity, stability, and scholarship, strict selection procedures are essential. It is recommended that, as in the California State plan, only a small number of exceptionally well-qualified applicants be selected. In one instance in California, for example, an annual quota is established, and only sixty of at least four-hundred applicants are accepted.

40. The practical work of the intern teachers would be assessed by the college in co-operation with the participating school officials.

41. Continuous evaluation of the plan should be made by the college staff, school officials, officials of the Department of Education, and the teachers themselves, with respect to the following:

1. the effectiveness of the plan in the preparation of teachers;
2. the professional competence and growth of the teachers-in-training;
3. means of improving or modifying the plan;
4. recommendations for the continuance or discontinuance of the internship plan for teacher education.

VI The Implementation of the Proposals

1. As stated earlier in this report, an improved and lengthened program of education for elementary school teachers is urgently needed. In order to achieve this objective and also to provide teachers for increasing enrolments in Ontario classrooms, the committee recommends that several plans for the preparation of teachers be provided and that the level of education required of elementary school teachers be raised by a series of successive steps until a four-year program of teacher education becomes the requisite for basic certification. In the meantime, students who do not complete a four-year degree program before teaching should be encouraged to complete the full program as soon as possible.

Supporting Evidence

2. In preparing its recommendations for a series of successive steps by which all new elementary school teachers without degrees would be required to improve their education before being qualified to receive a basic teaching certificate, the committee has made a study of available statistics which reveal increased enrolments in the universities in recent years and which predict continual increases during the next ten to fifteen years. On pages 11 - 20 of the 'Report on Financing Higher Education in Canada,' the Report of a Commission to the Association of Universities and Colleges in Canada (commonly known as the Bladen Report), the Commissioners have summarized their study of the expanding enrolments in Canadian Universities, the causes of this expansion, and the implications of projections for the future. The report notes the 'spectacular tripling of enrolment' from 1952 - 1965 as a result of demographic factors and socio-economic changes. It states:

'Following the veteran 'bulge,' the full-time enrolment in Canadian universities and colleges in the fall of 1952 - 1953 numbered 63,000; by 1959 - 1960 this had risen to over 100,000; in 1962 - 1963 it was over 140,000; and in 1964 - 1965 it stood at 180,000 . . . The ever-increasing educational aspirations of young Canadians, and of their parents, led more students to stay longer in secondary schools, led more to achieve the qualifications for entrance to universities, and more to enter those universities.'

In the Appendix to the Report, Table A shows the full-time enrolment in Canadian universities and colleges, by sex, and as a percentage of the population 18 - 24 years of age, from 1951 - 1952 to 1962 - 1963, projected to 1975 - 1976. This table is shown on page 61 of the appendix to this report.

3. The Bladen Report further states on page 13:

'The enrolment figures we have been dealing with so far are those for full-time students only. The earliest reliable statistics we have on part-time students enrolled in 'university level courses' are for 1962, when for the country as a whole there are some 52,000 such students. Since then, part-time enrolments have been growing at the rate of about 10 per cent per year, a little less than the rate for full-time students. They stood at about 57,000 in 1963 - 1964 and 64,000 in 1964 - 1965.'

4. Table B of the appendix pertains to Ontario Universities and is a condensed version of a table supplied by the Department of Educational Research which shows the distribution of students among the faculties. This table was condensed by grouping under one heading the large number of university faculties which do not normally provide candidates for teacher-education programs. It is significant to note that those faculties from which the majority of teachers are drawn will form a pool of undergraduates whose enrolment will more than double by 1972 - 1973.

5. Tables C and D of the appendix indicate the total enrolments and the graduating year enrolments from 1961 - 1962 to 1964 - 1965 projected to 1975 - 1976 for both Faculties of Arts and Science (Honours and General), and General Arts and Science courses in the province of Ontario. They too reveal a doubling of enrolments by 1972 - 1973.

6. Tables E and F show the numbers of teachers required for both elementary and secondary schools estimated on the basis of trend in student-teacher ratios. A comparison of these figures with those representing graduating year enrolments in tables C and D indicates the necessity for a period of transition during which the academic qualifications of prospective elementary school teachers would be raised in a series of stages. These statistics are based on the present composition of university enrolments and do not include the number of students enrolled in the Teachers' Colleges. If teacher education is provided by universities, there will be an increase in graduating year enrolments highly oriented toward elementary school teaching. This would shorten the transitional period.

7. There is evidence in the present year, 1965 - 1966, to indicate that some students who previously would have enrolled in a Teachers' College have instead enrolled in the first year of the arts faculty of a university. In one typical Ontario university the enrolment in first year arts has increased thirty per cent over last year while the enrolment in the one-year course at the local Teachers' College has remained virtually unchanged.

8. The point at which the universities would have a sufficient number of graduates to meet the requirements will depend upon the rate of growth of their colleges of education. Data available from the western provinces show a steady increase in enrolments in teacher-education courses at the University of Alberta and the University of British Columbia. Table G shows that the percentage of full-time degree students who are enrolled in the College of Education of the University of Alberta has risen from 17.9 per cent in 1946 - 1947 to 28 per cent in 1962 - 1963, and stands at 26.7 in 1965 - 1966. It is significant, moreover, that when their one-year program of teacher education was discontinued after 1961 - 1962, the enrolment in the College of Education more than held its own. At the University of British Columbia, between 1957 - 1958 and 1964 - 1965, for which figures were available to the committee, the percentage of students enrolled in the College of Education rose from 12 per cent to 27 per cent (Table H).

9. In addition to the significant increase in the number of students enrolled in courses leading to elementary school teaching, a significant number of students is enrolled in the third and fourth years (Table I).

10. At the University of Massachusetts at Amherst, the School of Education has increased its requirements several times during the last decade and a half without apparent decrease in enrolment. In fact, during that time the enrolment in education courses has increased at a rate greater than that of the university as a whole.

11. The October Research Bulletin of the National Education Association in the United States presents the following supporting highlights concerning the increasing number of college graduates who are entering the teaching profession.

- Members of the class of 1964 who were eligible for standard teaching certificates comprised 37.9 per cent of the total number of bachelor's degree graduates. Ten years earlier, in 1954, this figure was much lower, at 29.3 per cent.

- In the 32 states in which the data are available, 84.1 per cent of the total elementary school teachers in service in 1964 - 1965 hold the bachelor's degree, and 18.3 per cent have gone on to earn a master's degree. Of the new elementary school teachers employed in those states, 83.8 per cent are college graduates and 7.2 per cent entered service last September as holders of the master's degree.

12. All of the foregoing data supply evidence to support the committee's recommendation for an improved and lengthened program of teacher education. Whereas

in recent years the Department of Education has considered it necessary to recruit teachers from a level below that of university admission in order to meet the emergent demands of teacher supply, it should be possible, with the greatly increased university enrolments of the future, to obtain our prospective elementary school teachers from the university level of education. Since it will be noted from statistical tables for Ontario universities (Tables B, C and D) that increases in their enrolments begin slowly and gain momentum by 1970, the recommendations which follow provide for a period of transition leading to the ideal program.

Recommendations for Implementation

Phase I

13. (1) During the first phase of the plan of implementation recommended by the committee earlier in this chapter, it is expected that the universities, with the assistance of the Department of Education, will consider a number of plans for the education and professional training of teachers, including a program of education leading to graduation after four years with a bachelor's degree and a Professional Teaching Certificate. It is further anticipated that the several plans for the preparation of teachers will be introduced simultaneously, each university deciding on the particular program or area of specialization which it finds most practicable.

14. (2) The committee recommends that some Teachers' Colleges, beginning first with those which are now on university campuses, should be incorporated as soon as possible within the respective universities through agreements between the Department of Education and each university concerned. Other Teachers' Colleges, during the transition period, should offer, as an emergency program, an improved one-year professional course for grade 13 graduates. Those affiliated with the universities may offer a number of courses including the one-year course for grade 13 graduates for a limited time, the basic two-year course, and possibly the four-year course, and the one-year professional course for university graduates.

15. (3) The committee recommends that at the earliest possible date prospective elementary school teachers who embark on a program of teacher education should be required to qualify for university admission. It is further recommended that they complete after grade 13, or equivalent level, a basic two-year program of education, that is, two years of concurrent study in Colleges of Education which are incorporated within universities, or a year of academic study and a year of professional preparation. This program would offer the main route by which a student might qualify for a teaching certificate unless he holds an acceptable bachelor's degree. As indicated in the chapter on Certification, teachers graduating from the one-year program after grade 13 would be expected to meet the new requirements for basic certification within a specified period of time. The pressure thus introduced for the teacher to graduate with a basic certificate would provide a strong incentive for teachers to complete at least a two-year program.

16. It is the opinion of the committee that, in the case of some French-speaking persons preparing to teach in the province's schools where French is the language of instruction, a preliminary step must be taken before the introduction of phase one.

17. The details of this preliminary step of the implementation program would be worked out jointly by the Department of Education, the Faculty of Arts of the University of Ottawa, and the University of Ottawa Teachers' College, and in the case of Sudbury, by the Department of Education, the Faculty of Arts of Laurentian University, and the Sudbury Teachers' College.

18. In order to maintain a needed supply of teachers during the first stage of the transitional period, teachers from the one-year emergency course would be permitted to qualify for a basic certificate by taking the work of an academic year extramurally within a period of five years. As an alternative, they might take this work in one intramural year following the professional year at a Teachers' College. However, the committee strongly recommends that prospective elementary school teachers embark upon at least a basic two-year program at university, including professional preparation, or that they take at least one year of work towards a university degree before a year of professional preparation.

19. (4) Since an increasing number of students will graduate from university in future years, (Tables C and D) it is probable that a larger number will decide to enter elementary school teaching after graduation. It is therefore recommended that

provision be made for a challenging one-year post-graduate professional course affiliated with a university.

20. (5) The committee also recommends that the internship plan of in-service training for selected mature graduates with degree qualifications, as described earlier in this report, be implemented during phase one.

Phase II

21. During phase two of the implementation plans the committee anticipates the following developments:

(1) Increased Interest in University Education

The committee believes that the implementation of the first phase in the improvement of teacher qualifications will encourage many more students who are interested in elementary school teaching to enrol in a university for at least a year, and that many will also be encouraged to remain longer once they are enrolled and find university life is a rewarding experience. It is also expected that other students already enrolled in universities will become interested in taking teacher education.

Experience seems to indicate that, while the raising of standards may eliminate some prospective teachers, it will encourage others who are more highly qualified to enter the profession. Most teachers wish to obtain the basic requirements before entering the teaching profession, and when standards are raised the great majority of practising teachers will undoubtedly continue their studies in order to meet the new requirements. Thus the basic level of education for elementary school teachers can be gradually raised.

Many students would no doubt decide to enter the teaching profession if the professional part of the program could be obtained at the university in which they are enrolled rather than in a Teachers' College. This appears to be borne out by the affirmative answers of students now attending Teachers' Colleges in response to the question, "Would you choose to attend a four-year course at a university leading to a liberal arts degree and including a year of professional training?"

(2) The Discontinuance of Some Teachers' Colleges

A number of Teachers' Colleges will probably cease to operate as the supply of better qualified teachers increases. In a period when educational opportunities are expanding so rapidly, the committee can foresee other uses for Teachers' Colleges that are not well located for teacher education.

(3) The Lengthening of Teacher Education

Within a few years it will be feasible to require three years of teacher education before basic certification is granted.

Phase III

22. During phase three of the implementation plans, all teachers would be required to complete a four-year program, including or followed by professional preparation, leading to a Professional Certificate.

Aids to Implementation

23. The committee recommends that an Implementation Committee with representation from the universities be set up by the Minister to study and implement, step by step, the proposals made by the committee. A continuing review of the changing situation year by year by the Implementation Committee will ensure that these steps recommended for the gradual improvement of standards will be carried into effect as soon as possible, consistent with the requirements of Ontario classrooms.

24. In addition, the committee feels that it will probably be necessary to employ special measures for increasing the supply of qualified teachers during the period of transition and therefore recommends consideration of the following measures:

- (a) encouragement of our present teachers, with the co-operation of their employing school boards, to delay retirement for one or two years;
- (b) inducement to those who have withdrawn from teaching to return during the transition period;

- (c) the introduction of the internship plan of teacher preparation for selected mature university graduates, as previously described;
- (d) encouragement of former teachers to teach on a half-day basis;
- (e) encouragement of boards of trustees, especially those in the larger communities, to co-operate in this implementation plan during the transition period by every possible means;
- (f) reassessment of the present regulations governing the employment of superannuated teachers.

In the chapter on Selection and Admission, the committee has listed a number of suggestions for the recruitment of teachers which might also serve as aids to implementation.

25. These measures are strongly recommended by the committee in order that higher standards for teacher education may be attained more quickly than might otherwise be possible.

VII Certification of Teachers

1. The certification of teachers is the responsibility of the Minister of Education. Since universities, local school systems, and teachers' professional organizations have requested repeatedly that the requirements be raised, their interests should be co-ordinated through the functioning of the Advisory Boards referred to earlier in this report on page 21.
2. The committee recommends that a Professional Certificate issued by the Department of Education after the successful completion of an acceptable university degree program, including or followed by a year of professional education, should, as soon as possible, be the requirement for the certification of all teachers.
3. Such a professional certificate would indicate through endorsements or validations the grade division and subject area of major concentration. It would replace the Elementary-School Teacher's Certificate, Standard IV, but would not be made permanent until the recipient had completed, to the satisfaction of the Minister, a two-year probationary period of successful teaching. Successful teaching experience prior to obtaining a degree would, of course, receive credit toward the experience requirement for a Permanent Professional Certificate.
4. The committee further recommends that the requirements for the Professional Certificate should be attainable by a series of stages or plateaus. For example, in the first phase of the transition period, teachers-in-training should be permitted to qualify for the interim basic certificate as intimated earlier in this report by taking the work of the required academic year extramurally within a period of five years. Throughout the transition period the amount of teacher education required for basic certification should be gradually extended until the final objective is reached.
5. Since the existing system of standards for certification has encouraged large numbers of practising teachers to improve their qualifications, it appears desirable to retain this system for the present because of the incentive it offers. Teachers who complete only the requirements in effect during the initial stages of the transition period, that is, a two-year program or a three-year program of teacher education after grade 13, or equivalent level, should receive Interim Elementary-School Teacher's Certificates, Standard II or III respectively, since they would not qualify for Professional Certificates. Those certificates would also indicate the grade divisions or subject areas of major and minor concentration and could be made permanent after the successful completion of the two-year probationary period in the classroom. Teachers who now hold other types of elementary-school teaching certificates may qualify for Professional Certificates when they meet the established requirements.
6. When the first phase of the implementation plan becomes operative, the completion of only a one-year course of teacher education after grade 13, or equivalent level, would no longer lead to the present Standard I Certificate but to a temporary licence valid for a specified period of time, probably five years. Later, when phase two is introduced, the completion of only a two-year program of teacher education would similarly lead to a licence valid for a specified period of time. It should be noted, however, that elementary school teachers would be permitted to complete the requirements for a permanent basic certificate under the regulations in effect when they embarked upon their teacher-education program and that further basic certificates issued to them would be automatically considered permanent.

7. The areas of major concentration by subject and grade division which appear as endorsements on the basic certificate, or a certificate recognizing specialist standing, would indicate to school boards the areas of the teacher's greatest competence. If a teacher should wish to obtain endorsement for teaching in a grade division or a subject area other than those for which his certificate is endorsed, additional endorsement might be obtained through summer courses or through successful experience in the area to which the validation applies. It is to be hoped, of course, that when a teacher intends to teach in a grade division or subject area beyond his current endorsement he will qualify for the proposed work and obtain the proper endorsement for it. In order to provide for better integration at the intermediate grade levels and a smoother transition from elementary to secondary school, the Professional Certificate may indicate that a teacher is qualified to teach from kindergarten to grade ten, or from grade seven to grade thirteen. If he intends to teach above the former grade area or below the latter, further endorsement should be required.

8. With respect to special subject areas, such as art, library science, and special education, special arrangements must be made for certification in recognition of the special preparation required for teaching those subjects.

VIII Selection and Admission of Students

1. Selection is a vital aspect of the preparation of teachers. Automatic admission requirements expressed only in terms of subject standings can lead to the admission into the profession of some who are ill equipped for its demanding role. Moreover, it should be recognized that admission to university for prospective teachers, as indeed for all other candidates, should be based essentially upon the requirement that candidates will be able to cope adequately with the work to be attempted and to benefit themselves and others by following the course they have chosen.
2. Since an acceptable degree course in a university is considered to be the ideal foundation for teacher education, university entrance, as stated previously, must be the minimum requirement for future admission to a teacher-education course. Two general avenues of progression toward teaching are open to the prospective university student. The first, a four-year course including the requirements for an arts degree as well as professional preparation, will offer certain professional subjects during the undergraduate years, as indicated previously in this report. The second is a program leading to an acceptable degree, or its assessed equivalent, from an Ontario university, to be followed by professional courses.
3. In addition to proper university entrance requirements and a sound academic foundation, teaching, more than most other professions, requires special personal attributes and characteristics which are essential to success. The mere possession of a degree is not sufficient to warrant acceptance of any person into a course of preparation for the teaching profession. The prospective teacher must be considered worthy to fill a position of special trust and responsibility in our society.
4. One fundamental requirement for successful teaching is clear evidence of good physical and mental health. Good mental balance is even more important than sound physical health in view of the frequent petty irritations and minor crises which characterize many lesson periods. Children are exceptionally sensitive and responsive to the attitudes of their teachers; hence nothing less than excellent health, both physical and mental, should be considered acceptable in an applicant.
5. The possession of good personal qualities contributes greatly to real success in teaching. If the best teaching at the elementary school level involves judicious exercise of personal influence, then the ability of the teacher to influence his pupils by exemplary daily conduct and through good wholesome character and pleasing personality must be considered essential. Assuming adequate scholarship, the finest people undoubtedly make the best teachers. Teachers should encourage the development of children by exemplifying those virtues which the best elements of human society wish to perpetuate as their heritage. In addition to sound scholarship and good mental and physical health, our best teachers might be expected to possess in generous measure such qualities of personality and character as creativeness, enthusiasm, fairness, firmness, self-control, and thoroughness, along with a sincere interest in young people, a devotion to public service, and a saving sense of humour. Because of the subjective and qualitative nature of these characteristics, they are extremely difficult to assess. But we should do our best to appraise such qualities in our prospective teachers for the welfare of the teachers themselves and the children who will be entrusted to their care.
6. The points at which assessment should be made are quite evident. The first occurs

at the stage of admission into professional study for those who are undertaking a degree course including professional elements, or upon entry into the one-year professional course for the candidates who already have a first degree, or at the beginning of the internship program for those who have a degree, who have gained maturity, and who possess special qualifications for admission to the teaching profession.

7. A second and most careful point of assessment should occur upon the completion of the professional course with respect to the granting of the Professional Certificate. Whereas academic proficiency may earn for the candidate an arts degree, it certainly cannot be the sole requirement for a teaching certificate.

8. A third point of assessment should occur at the time of converting the interim certificate into a permanent certificate following significant classroom experience.

9. Methods of assessment and selection pose serious problems. It is true that factual statements about the candidate and his background are available. His scholastic standing has been recorded along with the options which he chose to study. The results of ability tests are probably at hand, or if not, such tests can be readily administered. Aptitude tests may at present be imperfect, but they can be made more reliable by further research. Appropriate authorities exist to obtain and to provide much of the necessary information. Medical authorities can attest to physical health and can make referrals for psychological study or psychiatric treatment. Statements by the clergy and other responsible leaders of the community can bear witness to the candidate's relations with society. Reports by the school principal and staff reveal the extent to which the candidate has participated in the life and work of the school as well as his attitudes and general suitability for a professional career. A significant contribution can be made by the candidate himself in outlining his own goals and desires.

10. Many of these sources already contribute useful information but in a limited way. Their use and their co-operation could be greatly improved by the establishment of carefully chosen committees of selection whose duty it would be to collate all significant information, to supplement it by personal interviews, and finally to arrive at a sound appraisal of the candidate's suitability for the teaching profession. Such committees have already attempted to serve these purposes, but they have frequently lacked the resources and the terms of reference necessary to accomplish their task effectively. A selection committee should represent the best judgment of those groups most vitally concerned in teacher selection, such as the teaching profession, the universities, and the Department of Education. Interviews by the committee should be obligatory for all prospective teachers. The committee should have full powers of acceptance or rejection of candidates and should of course eliminate those who are obviously unfitted for classroom work. Its success would be measured by the extent to which it could help to determine the quality of persons selected for future professional study. It should be noted also that unsuitable candidates should be advised to withdraw from professional courses at any time during the period of teacher education. On the other hand, some students who at first appear to be unsuitable candidates could undoubtedly be saved by timely and judicious counselling. It is assumed, therefore, that positive and helpful assistance will be given to students during their college courses so that they may be better prepared to face their personal and professional problems including academic study, placement, financial matters, and personal adjustments to the classroom and the community. Such preventive measures would undoubtedly reduce the incidence of failure both at college and during the first few difficult years of teaching.

11. It is obvious that the recruitment of suitable candidates for teacher education will be of paramount importance. The recruitment of capable students must be a project undertaken with co-operative enthusiasm by the Department of Education, the Ontario Teachers' Federation, Colleges of Education, and local boards of trustees.

12. Promising students of real ability and good personality who may be interested in a teaching career should be reached during their secondary school years and encouraged to consider the teaching profession as their life work. Others should be found during their university courses and provided with useful information regarding a teaching career. Still others should be sought out in various post-secondary

educational institutions and even in other professions particularly for work in special education and the teaching of special subjects.

13. In order to develop an effective program of teacher recruitment, the committee suggests the following measures.

1. The Ontario Teachers' Federation should be encouraged to publicize the opportunities and the rewards of a teaching career in all communities so that the public may gain a clear and more accurate conception of the importance of teaching as a profession.
 2. Colleges of Education should assign to one faculty member the task of co-ordinating the recruitment of students through contacts with supervisory officials, university registrars, and guidance personnel.
 3. The Department of Education should consider the appointment of a member of the Teacher Education Branch to supervise the co-ordination of recruitment efforts and procedures throughout the province. His work would include the dissemination of useful information to universities, schools, and the general public.
 4. Information should be distributed through pamphlets or by other useful means to secondary school pupils during their attendance at school.
 5. Future Teachers' Clubs might be organized in the senior grades of secondary schools.
 6. Pupils might be given an opportunity to serve as teacher-aids for a day or two during the eleventh or twelfth grades and might also spend a brief orientation period in an elementary school after the regular year's work in secondary school has been completed.
 7. A carefully selected speaker might be invited to the school to speak to interested pupils, or a panel discussion might be held on the opportunities and the responsibilities of teaching.
 8. Radio and television programs might be used for interviews, announcements, and dissemination of useful information.
 9. At the university, information and orientation meetings might be held once or twice a year for those who are interested in teaching; a club or association of prospective teachers might be formed; and a newsletter might be sent out twice a year to students who have indicated an interest in teaching.
14. The fact that the selection and admission process is difficult is no reason to evade the responsibility for making it function efficiently since those who become teachers will be devoting their lives to a vital area of public service by which young people in their care may be influenced to develop their potentialities as future members of the community and citizens of the province and the nation.

IX The Staff of the College

1. The most vital asset of any educational institution is its teaching staff. Given optimum conditions and facilities in every other way, a college will still fail to achieve its objectives and gain its proper influence if the right philosophy and the proper criteria are not applied in the selection of its staff.
2. It is important that staff members of a College of Education should possess at least three special qualities in proper balance. The first of these is scholarship, without which a staff member will not have the status among his university colleagues which is essential if the education faculty is to stand as an equal member in the university community. Each staff member must have studied in some depth within his particular field of interest and have established himself as a competent scholar.
3. Equal in importance and complementing his scholarship is the teaching experience of the college staff member. It is essential that he should have had a distinguished and successful career as a teacher. Indeed he should be a master teacher, able to demonstrate expertly the great art of teaching. No one can become an outstanding teacher whose scholarship is not sound, but great scholars are not necessarily great teachers. These qualities, therefore, must be found in proper combination in the college staff.
4. Added to these are the human qualities of the faculty member. In looking for staff, we should seek for warm understanding and sympathetic interest in people, and especially in youth.
5. A combination of these desirable qualities can be found only in an unusual person. It goes without saying, therefore, that the recruitment of staff for colleges of education should be carried on amongst our ablest teachers, and that the most suitable people will not be easy to find.
6. Some flexibility should be allowed so that highly qualified personnel from other areas and jurisdictions might also be considered for appointment. In such cases, their qualifications would require individual consideration, but a favorable equation with specified standards would be essential.
7. In order to obtain the best, the conditions of employment must be attractive. There should be a certain prestige attached to the appointment. This implies among other things that the salary should be sufficient to interest people of high calibre who possess the required qualifications in good measure. The working conditions should be such as to give the staff member adequate time to prepare his work, to keep up to date in his scholarship, and to have ample time for research and for consultation with his students. He should also be given an opportunity to gain an adequate knowledge and understanding of new developments in educational trends, philosophy, publications, and instructional materials. The staff member should be able to serve effectively as a resource person for practising teachers who will look to the college for leadership and guidance.
8. In keeping with standard practice in such areas as the United States and the United Kingdom, the teaching load should be reduced considerably. Additional staff should be employed in order that the colleges may assume the leadership role outlined in Chapter XI. It is recommended therefore that the student-to-teacher ratio should not exceed 12/1.

9. It is expected that there will be a place within a teacher-education college for the Ph.D. graduate with his depth of scholarship and his specialized interest, especially within the educational studies and philosophical areas of the program, and in the field of educational research. Indeed, every college should be able to attract and employ such highly qualified people in academic fields. However, in the areas of methodology and the foundations of education nothing can replace the wisdom and insight gained through successful teaching experience within the school system.

10. The committee believes that cross appointments between the college and other faculties within the university would be desirable where they are feasible and would be helpful to the teaching program. Such arrangements would help to accomplish a successful integration of the education faculty within the university since they would bring an understanding of the purposes and program of the college to university staff members in other faculties. However, they should be made only when those concerned have the appropriate education and background for success. Nothing could be more detrimental than forced or ill-considered cross appointments of staff.

11. Members of the college staff should be given ranks comparable to those held by their colleagues in other faculties. It is noted that over sixty per cent of the present staff of the Teachers' Colleges possess additional or post-graduate degrees. It should be kept in mind that, because of the special nature of the education staff, successful teaching and administrative experience should be equated with advanced academic studies in determining the appropriate rank of a staff member.

12. Means should be devised for keeping staff members in frequent contact with the classroom situation. Where it is possible, there is much to be said for recruiting staff for short-term appointments from actual teaching situations. Cross appointments or transfers from the College of Education to the field would serve to maintain a steady flow of information from the college to the classroom and from the classroom to the college. In some subjects, such as primary reading, a staff member would benefit greatly from working part time in the college and part time in the adjacent practice school. Such provisions would be of advantage to all in establishing a close relationship between theory and practice. However, such arrangements may not be suitable for many of the people concerned and should therefore be made with care, tact, and consideration for personal wishes and interests.

13. Staff members will be in constant touch with the schools through their work in observing students in practice teaching. They should be encouraged to work closely with departmental inspectors in their field, sometimes travelling with them. They should be willing to teach demonstration lessons. They might sometimes wish to teach a single class over a period of some weeks at some particular time during the day in some neighbouring school. There are many ways in which this contact with schools can be maintained and fostered, but it is important to remember that a college where the staff has lost touch with the reality of the classroom is a college that has lost its vitality.

14. As changes in both curriculum and methods are essential in any dynamic system of education, regular in-service training should be available for staff members so that they may be kept abreast of educational trends and in touch with actual classroom activities.

15. While it is important that the college obtain staff members of high calibre, it must also do its best to ensure that a high degree of competency is maintained. Provision should therefore be made for sabbatical leave and for exchange with other areas. Time should be allowed for attendance at educational conventions and for visits to similar colleges in other places.

16. Since the associate teachers of the college play such an important role in the training program, these should be carefully chosen, adequately paid, and made to feel that their contribution to the training program is of great value. In fact, the importance of their work should be recognized by teachers' organizations and school boards both as a significant service to education and also as a special duty which can be performed only by capable teachers.

17. The importance of the teaching staff in a college for the preparation of teachers cannot be overemphasized. Only dedicated scholars who are highly proficient in their work should be employed as staff members. Thus the student teacher will be brought into contact with outstanding educators, and the prestige of the colleges will be firmly established.

X The Physical Plant and Equipment

1. It is of prime importance that the physical plant of a College of Education be carefully and efficiently planned to serve its essential purposes. The adequacy of its facilities will determine to a great extent the effectiveness of the program of teacher education. Where present accommodations continue to be used, attention should be given to improvements which are both desirable and practicable. Where new buildings are being planned, care should be exercised to provide for the inclusion of modern and useful facilities to permit new and effective teaching and learning procedures.
2. As previously mentioned in this report, the Advisory Board should be formed early enough to deal with the preliminary planning of the college accommodations. In fact, there should be close co-operation in planning the plant among the Advisory Board, the Minister, and the university concerned.
3. It is obvious that the largest area of the physical plant should be devoted to classrooms. A number of large rooms should be included in the plans, and these should be divided by movable partitions of soundproof material so that three sizes are readily available: large rooms for group instruction; classrooms of standard size; and seminar rooms for discussion in small groups. Provision should also be made for rooms to be used for demonstrations, project work, and individual tutoring of students.
4. For certain subjects, special rooms should be provided with demonstration desks, storage areas, and required ancillary space. Such subjects as science, history, geography, and art require such special facilities. With the growing importance of instrumental music in the elementary schools, provision for this subject as well as vocal music should be made. There should be a double gymnasium equipped with adequate change rooms and shower facilities. A pool should be available in view of the increasing stress upon the importance of learning to swim, both in the physical education course and in safety programs.
5. Colleges should be equipped with oversized demonstration classrooms. In one type, students could view teaching procedures from an adjacent observation space fitted with a glass partition; from another, lessons could be televised to other rooms which are equipped with built-in television receivers.
6. A well-equipped library should be the focal point of the college. An adjoining suite of small rooms can serve as a useful work and study centre. This might include a reference reading-room, carrels, and seminar rooms. It would be desirable also to have a model school library adjacent to the main library for demonstration of library procedure and techniques, and assistance in the wise selection of library books and useful texts in various subjects areas and on different grade levels. Included in the library complex should be the library office and workroom equipped for the numerous and important duties of the librarian. In this area such special equipment as films, tapes, microfilms, and other audio-visual aids might be stored for ready use.
7. Reference has already been made to the need for remedial work in our schools. In view of our increasing interest in this field of education, it would be well to consider the provision and equipment of clinical areas for this special purpose. They could serve as corrective laboratories and provide for the illustration of remedial techniques.

8. A well-equipped centre for audio-visual work and teaching aids would offer useful opportunities to the students to become familiar with the operation and maintenance of projectors and other mechanical teaching aids. Students might also preview films, prepare tapes, and otherwise learn by experience how to make wise and effective use of audio-visual equipment. The use of such equipment to illustrate special classroom techniques and procedures is worthy of study and exploration which can best be done in a College of Education.
9. Provision of residential accommodation for students would be highly desirable for its maturing and socializing influence. Students would benefit greatly from an opportunity to discuss with one another the day's work, as well as their personal plans and problems, with other students. The Advisory Board may prefer to recommend the use of regular college residences for this purpose in order that the students may not be segregated from the general undergraduate body.
10. In planning accommodations for the staff, provision should be made for a staff dining-room adjacent to the cafeteria and a comfortable lounge close to the main office. If possible, each staff member should have an individual office to afford privacy when counselling those students assigned to his care.
11. There should be a students' common room in the vicinity of the cafeteria. Health facilities should, of course, be provided in the central part of the school with adjacent small rooms suitably equipped for emergency use in case of sudden illness. Adequate outdoor facilities should be available for a comprehensive physical education program.
12. Finally, the landscaping of the college should be attractive and carefully planned both for the improvement of the appearance of the campus and as a model for students who will be going out to serve in schools throughout the province.
13. While the physical plant is not the most important feature of teacher education, it can serve to enhance the physical, mental, and social welfare of the students during the period of teacher education. It can also facilitate research and exploration in new and improved methods of instruction so that eventually children throughout the province may benefit from more effective teaching by better informed and more efficiently prepared teachers.

XI The Leadership Role of the College

1. A college for teacher education should not limit its activities to the preparation of student teachers for classroom work. It should occupy a position of educational leadership in the area which it serves. Like the university to which it belongs, it should assume responsibility for its students from the day of their admission and should be ready and willing to make available to them, both during and after undergraduate work, continuing opportunities for intellectual growth, increasing scholarship, cultural stimulation, and professional advancement. This role of educational leadership is one which all such institutions should be willing to accept on behalf of its students and its graduates as well.

2. Development of this leadership role may take various forms. Probably no two colleges will follow identical programs, since these will be determined by such factors as staff potential, pioneering spirit, environmental conditions, co-operating agencies, and research facilities. However, the committee offers some general suggestions as to how this service might be offered.

Research Centres

3. Research centres could be organized by a college and their work carried on in co-operation with interested school boards. It is evident that educational theory, research, curriculum, administration, supervision, instructional methods, and equipment represent important factors in educational service and require continual assessment. If experienced teachers, consultants, and research experts could be brought together, the general purpose of a research centre could be achieved and its benefits shared with other educational centres. In fact, it would seem reasonable that the college should be a testing centre where the latest developments in equipment and methods could be analysed and evaluated. Teachers should be able to look to the college for advice and guidance in the selection of all kinds of visual equipment and educational materials. Displays of new instructional devices and curriculum materials and the demonstration of such new teaching methods as programmed learning would be of real value to both students and practising teachers. It is conceivable that the college could analyse and assess the strengths and weaknesses of various types of equipment and issue something like consumers' reports to educators in the school systems. Many mistakes might be avoided by teachers and boards in experimenting with new ideas and techniques if these had already been tried and evaluated in an experimental centre within the college.

4. The college would also derive benefit from close co-operation with The Ontario Institute for Studies in Education.

Publications

5. A teacher-education institution may be justifiably expected to give leadership in the field of writing. Since the college will undoubtedly be carrying on creative work in many areas of vital interest to teachers, some thought and effort should be directed to the publication of a journal, as well as pamphlets and bulletins, in which teachers might find helpful articles dealing with some of their educational problems and providing inspiration for improvement in their daily work.

Library Facilities

6. The chapter dealing with the physical plant states that a properly equipped library should be the focal point of the college. The constant encouragement of practising teachers to make full use of its library facilities should be among the prime objectives of a College of Education.

7. A library which contains a good collection of books, curriculum materials, films, tapes, and recordings can provide useful leadership by serving as a resource centre for teachers in the surrounding area. Teachers who visit the library may thus obtain practical assistance especially in the preparation of curriculum guides and teaching aids. The program of in-service teacher education in the college area can be encouraged and greatly assisted by a well-staffed and well-equipped college library.

Field Services

8. The college can offer many useful services, not only to teachers but also to the general public. It might assist with educational activities by providing speakers, discussion leaders, and consultants; by operating educational workshops; by consulting with educational agencies on such matters as curriculum, special education, community-school relations, and leisure activities; and by providing teachers in the field with books and information on educational subjects. Teachers should also be encouraged to visit the college in order to obtain help and inspiration for their classroom work. These services could be greatly assisted by close co-operation among practising teachers, school boards, and college staff.

In-service Education Courses

9. Colleges of Education can serve a useful purpose by offering in-service courses to practising teachers. When the need for these becomes evident in the local area, they should be organized by individual colleges. It might be desirable for each college to concentrate especially upon a few selected areas in accordance with its particular philosophy and special interests, rather than attempt to cover too wide a field. In this way a properly co-ordinated general program of in-service courses might be organized throughout the province with the advice and co-operation of the Department of Education.

Radio and Television

10. In addition to other means of communication, a College of Education could make effective use of local radio and television facilities, if they are available, to acquaint the public with its aims, purposes, and services and to throw light upon such matters of general interest as the new mathematics, treatment of preschool children, and special services available to retarded, handicapped, and highly talented children. In fact, the Department of Education might find it convenient at some future time to employ the Colleges of Education as relay stations for some phases of educational television. Educational television offers exciting new possibilities for instruction and experiment. Its services need not be limited to pupils in the classroom. We believe that every new College of Education should be equipped for closed-circuit television and should be planned so that, in the event that an educational television network becomes a reality in this province, it will be able to provide a studio classroom and transmitting facilities in order that educational telecasts may originate within the college or be relayed from a central station.

11. It is the sincere hope of the committee that our future teacher-education institutions may prove to be creative, inspirational, and co-operative agencies and may thus occupy and establish their proper position of true leadership in the field of education.

XII Post-Graduate Study and Degrees

1. For many years the increasing numbers of teachers undertaking extension work and extramural university courses have composed one of the largest single bodies of adult education in the province. This interest in further education augurs well for the future educational standards of the teaching profession in Ontario.
2. It may be assumed that in future years the academic and professional programs of teacher education will produce adequate background in subject matter and general competence in teaching performance along with the initial stages of concentration within specific areas of curriculum and instruction. Further special qualifications must then be gained through continuing education.
3. There are three main types of post-graduate study for teachers: degree work, courses leading to certificates and endorsements, and refresher courses.
4. At present, two major routes lead to post-graduate degrees in education, each based upon a first degree and appropriate professional training. One of these routes, seldom used, is that leading to the degrees of Master of Arts and Doctor of Philosophy in Educational Theory. The program is based upon the fundamental requirement that candidates progressing toward these degrees must first possess an honour degree, attend two full-time academic sessions, submit a thesis, and meet the normal language requirements. It is evident that it would be difficult for the average practising classroom teacher to meet all of these conditions. However, the present programs of this type offered in some Ontario universities should be encouraged and extended in view of their value to teachers.
5. The present route leading to Master of Education and Doctor of Education degrees should continue to be the main one for further studies in education. While the master's degree may be undertaken without possession of an honour degree as a prerequisite, the student may not proceed directly from a pass or general degree. The professional year and the studies leading to a Bachelor of Education degree do provide a screen, perhaps of somewhat larger mesh than necessary, for those pursuing the master's degree. Despite the suggestion that entry to post-graduate degree courses ought to be more selective, it cannot be accepted that honour degree standing only should be the prerequisite. Entry should still be possible by means of a pass degree and basic certificate. Increasing selectivity should be based upon re-examination of the criteria of professional competence and personal qualities.
6. The committee suggests that, in addition to the granting of the first degree, consideration be given to granting the Bachelor of Education degree for successful completion of the one-year course of professional preparation in the consecutive plan. In the concurrent plan both the Bachelor of Arts or Science degree and the Bachelor of Education degree might be granted upon completion of the four-year program. The granting of this degree upon these terms would lead to improvement of the professional education course and the enhancement of its status. The committee further recommends that qualification for the Master of Education degree should be broadened to include the recognition of some studies taken in other jurisdictions or in other areas of study as well as some undertaken in certain Department of Education summer courses, provided that such courses possess the required depth of concentration. The committee feels strongly that a major effort should be

made to provide the means and the opportunity for practising teachers to engage in post-graduate studies.

7. In addition, the committee believes that the scope of continuing education for teachers should be broadened to include a much wider program of study. Courses leading to certificate or diploma standing should also be continued. They are now offered to teachers in such subject fields as the following: art, audio-visual work, auxiliary education, guidance, industrial arts, library science, mathematics, music, physical and health education, and primary education. There are also courses in the teaching of English as a second language, and in teaching French to English speaking pupils in elementary schools, as well as courses for teachers of trainable retarded children. School Principals' courses are conducted by the Department of Education. These courses are all of great value to our teachers, and their number and diversity should be expanded to include reading, special education, and other courses until the full needs of education in Ontario are properly served.

8. A third general area for post-graduate work is that of refresher courses. Curricula are continually changing, especially in science and mathematics, as new methods and approaches are being developed. To meet the needs of those teachers who wish to improve their academic or professional competence, but who do not wish to undertake work leading to a degree or to further certification, refresher courses are essential. In fact, they will become increasingly important in future years.

9. It is readily conceded that studies leading to a degree ought to be offered only through universities. Courses leading to certificates are now provided largely by the Department of Education. Since the availability of staff in such areas as special education, or the provision of such accommodation as audio-visual libraries, or the existence of such facilities as college libraries and student residences may not be generally found throughout the province, it is evident that work in educational theory and practice should be presented through the universities. The Department of Education would naturally be expected to encourage such courses as they are needed, on the assumption that the normal means of administering and conducting them should be through the universities and colleges.

10. A successful program of continuing education for teachers requires the co-operation of provincial and municipal authorities and of educational systems at all levels, as well as the support of related professional associations and learned societies. Only by such unity of purpose and effort can the full requirements of modern educational growth be met. Courses, workshops, and inspirational lectures should be made available in all sections of the province. Such a variety of offerings will obviously lead to various levels of qualifications. Some studies are quite evidently suited to work leading to a degree; others by their very nature will be valid only for work leading to a diploma or certificate. All will be useful to teachers who are sincere in their desire to improve their educational backgrounds, especially if they work in an environment which encourages such measures of self-improvement.

11. The teachers of Ontario are well aware of the possibilities of upgrading their professional, academic, and personal qualifications through continuing education. They should be afforded considerable variety of work and offered encouragement to take advantage of their opportunities. Next to the valuable and useful courses which lead to basic certification, the chief means of improving the competence of teachers in this province is in the diversity of offering and the vitality of concept found in the continuing education of our teachers.

XIII Suggestions For Improving the Present One-Year Course

1. Suggestions for the improvement of the professional program of teacher education have been indicated in a number of sections of the report. It has been pointed out that additional academic background and maturity would provide a stronger foundation than students now have for the study of professional education, and thus a four-year program has been recommended. During the early part of the transition period a one-year professional course will probably be necessary, however, and this section summarizes for convenience a few suggestions for improvement.
2. The committee is indebted to the staffs of the Teachers' Colleges for the briefs they submitted and particularly for the suggestions made regarding the improvement of the one-year course. Many of the suggested changes applicable to the one-year program, and outlined previously throughout the report, appeared in these briefs. Those which may be effected immediately are included below. As they are subjected to experimentation and evaluation it is anticipated by both the college personnel and the members of the committee that an improved one-year professional course will result.
3. The following suggestions are offered:

Decentralization of Authority

1. Each principal should have greater responsibility for the operation of his college so that the program may be more flexible and so that the college may develop an individuality of its own. He should assume responsibility for co-ordination of the instructional program and for supervision within the college.
2. When a student's practice teaching, academic results, or personal attitudes are unsatisfactory, the college should have greater authority to require the student to withdraw from the course.
3. Teachers' Colleges should be responsible for their final results subject to an appeal by the student to the Board of Revision.

Administration

4. Selection committees should be organized with authority to exclude, subject to appeal to a central committee, those who appear to be obviously unsuited to teaching.
5. The deadlines for the admission of students should be more rigidly enforced than at the present time.
6. The staff-student ratio should be reduced.

Program

7. The program should be scheduled to permit large-group instruction and seminar discussion.
8. Outstanding school officials, inspectors, and curriculum specialists should be brought in from time to time as guest speakers and resource persons.
9. The Foundations of Education program should provide an opportunity for the students to study various types of children. These might include individuals or groups who are slow learners, who have superior ability, or who are culturally disadvantaged.

10. During the fall term, particularly, general methodology as applied to various subjects should be stressed. This should be a joint program developed by the teachers of the Foundations of Education courses and those responsible for methods in the subject areas. The relationship between theory and practice could thus be established, and the undue repetition in methodology courses might be avoided.
11. Increasing emphasis should be placed upon problem solving, creativity, discovery, and evaluation as they apply to learning and instruction.
12. The timetable should allow the student more unscheduled time for individual study and investigation. Scheduled classes should be approximately an hour in length.
13. Students should major in the work of one division and minor in that of an adjoining one.
14. Students should be given an opportunity to concentrate in a subject field through the choice of options such as music, art, and religious education appropriate to either public or separate schools.
15. Students who display weaknesses in speech, language, writing, and reading should be required to attend special clinics in order to correct such deficiencies before graduation.

Library

16. Library facilities should be increased. A substantially larger appropriation for books and instructional aids is a necessity.
17. The library should become the educational centre of the college, should provide additional services, and should remain open in the evenings and on Saturdays.
18. The services of the library should be extended to the practising teachers in the area served by the college.
19. The professional librarians and clerical assistants should be employed on the scale recommended by the Canadian Library Association Committee on University and College Libraries.
20. The chief librarian of each college should hold a teaching certificate as well as the B.L.S. degree and should be paid in accordance with these qualifications.

Staff

21. A teachers' college master should normally hold a post-graduate degree as a qualification for appointment.
22. Consideration should be given to arranging exchanges where practical between teachers' college staff and those working in the field.
23. Arrangements should be made for sabbatical leave for staff-members, for attendance at appropriate educational conferences, and for inter-visitations among colleges.
24. The remuneration and working conditions should be conducive to attracting the finest educators to the college staffs.

Leadership Role

25. An adequate reduction of the student-staff ratio would permit the colleges to assume the leadership role as outlined in Chapter XI.

Practice Teaching

26. A full-time co-ordinator or director of practice teaching should be appointed in each college to serve as a liaison with local authorities.
27. A staff member should be assigned to a group of 15-20 students for counselling, seminar discussions, and special supervisory attention during the practice-teaching periods.
28. Students should observe in an elementary school during the opening weeks to note the problems associated with the beginning of a school year.
29. As part of their practice-teaching program, students should be assigned to a school during one three-week period in order to obtain an overall view of the school program.
30. There should be more frequent sessions for discussion and planning between the college staff and the practice teachers. Arrangements could usually be made for the teachers to visit the college occasionally during the regular day particularly in the second term when student teachers may be given an opportunity to assume responsibility for the classes under the guidance of the principal.

XIV Recommendations of the Committee

It is the opinion of the committee that the major deficiencies in elementary school teacher education in Ontario are related to insufficient maturity and inadequate academic education on the part of the student teacher and that a teacher at any level, by the very nature of his task, should be a scholar and an educated person. For these reasons we make the following general recommendations for the improvement of elementary school teacher education in Ontario. More detailed and specific references are contained in the text.

The accompanying references locate each recommendation by the number of the paragraph within the chapter.

1. We recommend that the responsibility for the certification of teachers continue to rest with the Minister of Education.

IV/3

2. We recommend that
 - (a) the program for teacher education be provided by the university;
 - (b) the program be of four years' duration leading to a baccalaureate degree and professional certification;
 - (c) elementary and secondary school teacher education be offered within the same university faculty or college where feasible.

IV/23

3. We recommend that the first steps toward a change be taken without delay.

IV/24

4. We recommend that all candidates for teacher education comply with regular university admission requirements, and upon entering the university share the privileges and responsibilities of the students in other faculties.

IV/26

5. We recommend that liberal arts professors and professors of education co-operate closely in preparing and carrying out the program of teacher education.

IV/27

6. We recommend that approximately seventy-five per cent of the recommended four-year program of teacher education be devoted to academic studies and approximately twenty-five per cent to professional preparation.

IV/28

7. We recommend that there be four main components in teacher education:
 - (a) a liberal or academic education;
 - (b) foundations of education;
 - (c) curriculum and instruction;
 - (d) practice teaching.

IV/30

8. We recommend that the following plans of teacher education be made available:
 - (a) a concurrent plan—a flexible arrangement whereby academic and professional education would be linked closely for more than one year;
 - (b) a consecutive plan—an academic education followed by professional training;
 - (c) an internship plan—a program for a limited number of well-qualified, mature students or for those with special talents and education applicable to teaching.

IV/32 & 39

9. We recommend that the academic disciplines selected by students proceeding to a teaching career be as challenging as for those taking an arts degree leading into other fields of endeavor and that the selection of liberal arts courses provide a broad and sound general background of scholarship involving as much relevancy as possible to the profession of teaching.

IV/34

10. We recommend that there be adequate provision of specialized courses to allow teachers of general certification to develop competence in special subject areas, and that courses in general education be made available to persons of somewhat narrow specialization in order that they may benefit from a broader program of teacher education.

IV/45 - 50

11. We recommend that arrangements be made by which courses, subjects, diplomas, certificates, degrees, and other measurements of educational achievement in other jurisdictions, such as other provinces, the United States, or Great Britain, may be equated reasonably with those of Ontario so that education in this province may be enriched by the contributions of teachers and prospective teachers from other areas.

IV/52

12. We recommend that universities with adequate facilities and the required staff develop programs in special subjects and in special education to a high degree of concentration.

IV/53

13. We recommend that teachers of special education have a much fuller program of preparation than that which is now provided:

(a) a basic degree and professional preparation followed by specialist preparation in the special field;

(b) the provision of certain options basic to the field of special education within the program for the professional preparation of teachers;

(c) the provision of opportunities for graduate study in this field.

IV/54 - 58

14. We recommend that the Minister enter into separate agreements with the governing bodies of universities for the education of teachers.

IV/63

15. We recommend that in each instance there be an Advisory Board appointed at the time of the agreement to make recommendations to the university and to the Minister concerning the planning of the physical plant, admission requirements, curriculum, examinations, and matters affecting the faculty.

IV/65

16. We recommend that funds to establish, equip, operate, and maintain each College of Education be provided by the Province of Ontario.

IV/66

17. We recommend that the College of Education be administered as an integral part of the university.

IV/67

18. We recommend that fees for those students taking courses in the College of Education should be the same as for other arts students and that bursary assistance for one year be made available for each student enrolled in the teacher-education program.

IV/69

19. We recommend that the Dean of the College of Education be appointed by the university with the concurrence and approval of the Minister.

IV/70

20. We recommend that appointments to the instructional staff of the college be made by the university in consultation with the Minister.

IV/71

21. We recommend that an academic program appropriate for prospective teachers provide the necessary background for the intended level of teaching and area of specialization.

V/2

22. We recommend that the professional program include
(a) with respect to the foundations of education, at least one course in each of psychology, philosophy, and sociology;
(b) with respect to curriculum and instruction, instructional techniques, management and administration, religious knowledge, and the opportunity to select an area of concentration and specialization;
(c) with respect to observation and practice teaching, a purposeful program to develop a sense of responsibility in the student teacher and to prepare him to face the actual problems of the classroom in his later school experience.
(For detailed recommendations see V/10 - 26)

23. We recommend that the level of education required of elementary school teachers be raised *in three phases* until a four-year program of teacher education becomes the requisite for basic certification.

VI/1

24. We recommend that, as a first step, Teachers' Colleges, beginning with those which are now on university campuses, be incorporated as soon as possible within the respective universities through agreements between the Department of Education and each university concerned and that other Teachers' Colleges, during the transition period, offer, as an emergency program, an improved one-year professional course for grade 13 graduates.

VI/13 & 14

25. We recommend that, *in the first phase*,

(a) prospective elementary-school teachers be required to qualify for university admission and

(b) the program of teacher education consist of a two-year course in the Colleges of Education within the university, or a year of academic study and a year of professional preparation, and

(c) the several plans for the preparation of teachers as outlined in recommendation 8 be introduced, each university deciding on the particular program or area of specialization which it finds most practicable.

VI/15

26. We recommend that, in the case of some French-speaking students preparing to teach in the province's schools where French is the language of instruction, a preliminary step be taken before the introduction of phase one.

VI/16 & 17

27. We recommend that, *in phase two*, the period of teacher education be extended to three years.

VI/21

28. We recommend, that, *during phase three* of the implementation plans, all teachers be required to complete a four-year program, including or followed by professional preparation.

VI/22

29. We recommend that an Implementation Committee, with representation from the universities, be established by the Minister to study and implement, step by step, the proposals made by the committee.

VI/23

30. We recommend that a Professional Certificate issued by the Department of Education after the successful completion of an acceptable university degree program, including or followed by a year of professional education, be the professional certificate issued for all teachers as soon as possible.

VII/2

31. We recommend that the Professional Certificate indicate that a teacher is qualified to teach from kindergarten to grade ten, or from grade seven to grade thirteen, and that the certificate also indicate through endorsements or validations the grade division and subject area of major concentration.

VII/3 & 7

32. We recommend that a teacher who completes only the requirements in effect during the initial stages of the transition period, that is, a two-year program or a three-year program of teacher education after grade 13, or equivalent level, be

granted an Interim Elementary-School Teacher's Certificate, Standard II or III respectively.

VII/5

33. We recommend that when the first phase of the implementation plan becomes operative, the completion of only a one-year course of teacher education after grade 13, or equivalent level, no longer lead to the present Standard I Certificate but to a temporary licence valid for a specified period of time, probably five years.

VII/6

34. We recommend that, later, when phase two is introduced, the completion of only a two-year program of teacher education would similarly lead to a licence valid for a specified period of time.

VII/6

35. We recommend that elementary school teachers be permitted to complete the requirements for a permanent basic certificate under the regulations in effect when they embarked upon their teacher-education program and that further basic certificates issued to them would automatically be considered permanent.

VII/6

36. We recommend the establishment of carefully chosen committees of selection whose duty it would be to collate all significant information regarding the candidate, to supplement it by a personal interview, and finally to arrive at a sound appraisal of his suitability for the teaching profession.

VIII/10

37. We recommend that the committees of selection reject those candidates who are obviously unfitted for classroom work.

VIII/10

38. We recommend that the recruitment of capable students be undertaken co-operatively by the Department of Education, the Ontario Teachers' Federation, Colleges of Education, and local boards of trustees.

VIII/11

39. We recommend that every effort be made to attract to the staffs of the colleges competent scholars and distinguished and successful teachers.

IX/2 & 3

40. We recommend that the teaching load of the college staff be reduced considerably and that the student-to-teacher ratio not exceed 12/1.

IX/8 - 15

41. We recommend that provision be made for sabbatical leave, for staff exchanges with other areas, for attendance at educational conventions, and for visits to similar colleges in other places.

IX/15

42. We recommend that the practice-teaching staff become associate teachers of the college and be appointed with due regard to their individual competencies as teachers and counsellors.

IX/16

43. We recommend that associate teachers be accorded remuneration and status commensurate with the importance of their work.

IX/16

44. We recommend that the Advisory Board, the Minister, and the university concerned plan to provide for the inclusion of modern and useful facilities in each College of Education to permit new and effective teaching and learning procedures.

X/1 & 2

45. We recommend that a library complex, clinical areas, and centres for teaching aids be provided in each College of Education.

X/6 - 8

46. We recommend that the Colleges of Education occupy positions of educational leadership in the areas which they serve, providing leadership in research, in-service courses for teachers, educational radio and television, off-campus educational projects, and the publishing of educational journals.

XI/1 - 11

47. We recommend that the following three methods for providing post-graduate study for teachers be continued and expanded:

- (a) programs leading to post-graduate degrees;
- (b) courses leading to endorsements and special certification;
- (c) refresher courses.

XII/1 - 11

Appendix I

Important Dates in Teacher Education

- 1843 District councils were authorized to establish model schools.
- 1847 A normal school was opened in Toronto.
- 1848 An affiliated model school was opened.
- 1852 The normal school and model school were transferred to Church and Gould Streets in Toronto.
- 1853 The central authority undertook the granting of teaching certificates. Previously certificates were granted by County Boards after the Normal School had indicated the applicant's standing.
- 1875 A normal school with an affiliated model school was opened in Ottawa. The central authority prescribed the courses leading to First and Second Class teaching certificates.
- 1877 A system of county model schools was established. The course, fourteen weeks in length, lasted from September to December, and the graduates received a Third Class Teaching Certificate valid for three years.
- 1885 The course qualifying a student for a First Class Certificate was transferred to schools organized for the training of teachers for secondary schools. A special course for training prospective kindergarten teachers was begun.
- 1900 A normal school was opened at London.
- 1904 The length of the course was extended to a full school year.
- 1907 Members of Roman Catholic religious communities were required to qualify on the same basis as lay teachers. A decision was made to discontinue teacher training in county model schools. The first English-French training school was opened at Ottawa.
- 1908 Normal schools were opened at Hamilton, Peterborough, and Stratford.
- 1909 A normal school was opened at North Bay.
- 1910 A second English-French training school was opened at Sturgeon Falls.
- 1914 A course for training kindergarten primary teachers was established.
- 1920 The course leading to a First Class Certificate was reintroduced in normal schools.
- 1927 The University of Ottawa Normal School was opened. A two-year course was introduced in the provincial normal schools. The second year of attendance was required after an interval of not less than two years or more than four years of experience. (Certificates granted were later extended to be valid for five years.)
- 1930 The first group returned for their second year of training.
- 1934 The second year of the two-year course was discontinued. In lieu of this, students were required to obtain standing in five university subjects or summer school courses, and at a summer school course in educational methods.
- 1935 The English-French training schools were discontinued. The courses leading to Second Class Certificates were discontinued in all Normal Schools except the University of Ottawa. Summer normal school sessions were provided leading to Second Class Certificates granted after two summer sessions each of six weeks' duration.

- 1936 A medical examination became one of the requirements for admission.
- 1939 A Primary School Specialist Course for teachers of kindergarten, grades one and two, was introduced. This replaced the Kindergarten - Primary Course formerly offered.
- 1940 The model school in Ottawa was discontinued.
The entrance requirements for the First Class Course were reduced to eight upper school (Grade 13) papers.
- 1941 The model school in Toronto was discontinued.
- 1943 The entrance requirements for the First Class Course became seven papers.
- 1944 The entrance requirements for the First Class Course became five Grade 13 papers. Students holding standing in fewer than eight Grade 13 papers were granted Deferred Interim First Class Certificates upon successful completion of their course. The Interim First Class Certificate was granted when the teacher held or obtained standing in eight papers. An Emergency Normal School Summer Session (first year) was offered, Middle School standing required.
- 1945 An Emergency Normal School Summer Session (second year) was offered.
- 1947 An Emergency Normal School Summer Session (first year) was offered.
- 1948 The entrance requirements remained at five papers but the interim certificate was granted without deferment. An Emergency Normal School Summer Session (first and second years) was offered.
- 1952 The Emergency Normal School Summer Session (first year) was discontinued. The In-service Course was established and the Pre-Teachers' College Summer Course, First Year, was offered.
- 1953 The admission requirement for the one-year course was raised to eight Grade 13 papers, including one English. The name of Normal School was changed to Teachers' College. The Emergency Normal School Summer Session was discontinued. Pre-Teachers' College Summer Courses were offered, First and Second year. The Two-year Course was established.
- 1954 The Completing Year of the In-service Course was offered.
- 1955 A new building was provided for the Toronto Teachers' College.
- 1956 The First Class Certificate was replaced by the Elementary-School Teachers' Certificate.
- 1957 A new building was provided for the Hamilton Teachers' College.
- 1958 A new building was provided for the London Teachers' College.
- 1959 The admission requirement to the Pre-Teachers' College Summer Course was raised to the Secondary School Graduation Diploma of the General Course with at least four options, rather than three as originally required. Lakeshore Teachers' College opened.
- 1960 The admission requirement to the Two-year Course was raised to the Secondary School Graduation Diploma of the General Course with at least four options. Lakehead Teachers' College opened.
- 1961 The Pre-Teachers' College Summer Course (first year) was discontinued. The entrance requirement for the One-year course was raised to require eight Grade 13 papers including two English.
- 1962 The Pre-Teachers' College Summer Course (second year) was discontinued. The Windsor Teachers' College was opened.
- 1963 The Completing year of the In-service Course was discontinued. The Sudbury Teachers' College opened in temporary quarters, offering the same program as University of Ottawa Teachers' College.
- 1964 The admission requirement to the Two-year Course was raised to the Secondary School Graduation of the General Course with an average of at least sixty per cent. The medical examination for admission was discontinued.
- 1965 The first year of the Two-year Course was discontinued.

Appendix II

Table A

Full-time enrolment in Canadian universities and colleges, by sex, and as a percentage of the population 18 to 24 years of age, 1951-52 to 1962-63, projected to 1975-76

Academic year	Population 18 to 24 years of age (thousands)			Full-time enrolment as % of population 18 to 24			Full-time enrolment (thousands)		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
1951-52	749.3	762.5	1,511.8	6.7	1.7	4.2	50.2	13.3	63.5
1952-53	761.6	765.4	1,527.0	6.5	1.7	4.1	49.8	13.2	63.0
1953-54	770.0	768.2	1,538.2	6.6	1.8	4.2	50.6	13.5	64.1
1954-55	779.7	772.8	1,552.5	6.9	1.9	4.4	53.9	14.4	68.3
1955-56	786.2	778.3	1,564.5	7.3	2.0	4.7	57.5	15.2	72.7
1956-57	792.8	784.8	1,577.6	7.8	2.1	5.0	61.7	16.8	78.5
1957-58	815.5	804.2	1,619.7	8.3	2.4	5.4	67.8	18.9	86.7
1958-59	830.4	820.6	1,651.0	8.9	2.6	5.8	73.8	21.2	95.0
1959-60	837.6	829.7	1,667.3	9.4	2.8	6.1	78.4	23.5	101.9
1960-61	846.5	842.6	1,689.1	10.2	3.3	6.7	86.2	27.7	113.9
1961-62	854.6	858.0	1,712.6	11.2	3.9	7.5	95.8	33.1	128.9
1962-63	884.0	885.5	1,769.5	11.7	4.3	8.0	103.2	38.2	141.4
1963-64	923.1	916.2	1,839.3	12.5	4.7	8.6	115.4	43.0	158.4
1964-65	965.0	955.0	1,920.0	13.4	5.2	9.3	129.3	49.7	179.0
1965-66	1,020.0	1,000.0	2,020.0	14.2	5.6	9.9	144.9	56.0	200.9
1966-67	1,091.4	1,053.4	2,144.8	15.1	6.1	10.7	164.8	64.3	229.1
1967-68	1,145.0	1,110.0	2,255.0	15.8	6.6	11.3	180.9	73.3	254.2
1968-69	1,210.0	1,165.0	2,375.0	16.5	7.2	11.9	199.7	83.9	283.6
1969-70	1,265.0	1,215.0	2,480.0	17.2	7.8	12.6	217.6	94.8	312.4
1970-71	1,315.0	1,265.0	2,580.0	17.8	8.4	13.2	234.1	106.3	340.4
1971-72	1,368.0	1,314.3	2,682.3	18.5	9.0	13.8	253.1	118.3	371.4
1972-73	1,405.0	1,345.0	2,750.0	18.9	9.7	14.4	265.5	130.5	396.0
1973-74	1,435.0	1,380.0	2,815.0	19.2	10.3	14.8	275.5	142.1	417.6
1974-75	1,470.0	1,415.0	2,885.0	19.5	10.8	15.2	286.7	152.8	439.5
1975-76	1,495.0	1,435.0	2,930.0	19.8	11.5	15.7	296.0	165.0	461.0

Note: Statistics above the line are actual, those below are projected.

Source: Canadian Universities Foundation, Enrolment to 1976-77 by E. F. Sheffield.

Table B

Distribution of undergraduate enrolment among faculties 1965-66 to 1975-76
employing D.E.R. estimate 9 of total enrolment
and present percentage distribution of students among the faculties

School year	General Arts	General Science	Honours Arts	Honours Science	Social Sciences	Household Science	Music	P. & H. E.*	Total 1	Other Faculties	Total 2
1965-66	15,300	1,100	7,400	6,000	300	600	200	900	31,800	23,400	55,200
1966-67	17,300	1,300	8,400	6,800	300	600	300	1,100	36,100	26,400	62,500
1967-68	19,600	1,400	9,400	7,600	400	700	300	1,200	40,600	29,700	70,300
1968-69	22,100	1,600	10,600	8,600	400	800	300	1,300	45,700	33,500	79,200
1969-70	24,600	1,800	11,900	9,600	400	900	400	1,500	51,100	37,600	88,700
1970-71	27,500	2,000	13,200	10,700	500	1,000	400	1,700	57,000	41,800	98,800
1971-72	30,600	2,200	14,700	11,800	500	1,100	400	1,900	63,200	46,200	109,400
1972-73	33,600	2,400	16,100	13,000	600	1,200	500	2,000	69,400	51,100	120,500
1973-74	36,500	2,600	17,600	14,100	700	1,300	500	2,200	75,500	55,500	131,000
1974-75	39,100	2,800	18,800	15,100	700	1,400	600	2,400	80,900	59,300	140,200
1975-76	41,500	3,000	20,000	16,100	700	1,500	600	2,500	85,900	62,800	148,700
Percent of Total Enrolment	27.9	2.0	13.4	10.8	0.5	1.0	0.4	1.7	57.7	42.3	100

*Physical and Health Education.

Total 1: Total enrolment in those faculties normally supplying candidates for teacher education.

Total 2: Total undergraduate enrolment.

Department of Educational Research Estimate 9 assumes that provisions for higher education in the province remain stable.

Table C

Projection of graduating year enrolment for faculties of arts and science in provincially-assisted universities (Ontario)

Year	Graduating Year Enrolment in Arts and Science*		Total Enrolments in Arts and Science*	Proportion in Graduating Year	
1961-62	2,760		13,300	0.208	
1962-63	3,290		15,300	0.215	
1963-64	3,800		17,700	0.215	
1964-65	4,470		21,000	0.213	
(a)					
1965-66	6,000	6,600	30,100	0.20	0.22
1966-67	6,800	7,500	34,100	0.20	0.22
1967-68	7,700	8,400	38,400	0.20	0.22
1968-69	8,700	9,500	43,300	0.20	0.22
1969-70	9,700	10,600	48,300	0.20	0.22
1970-71	10,800	11,900	53,900	0.20	0.22
1971-72	12,000	13,200	59,800	0.20	0.22
1972-73	13,100	14,500	65,700	0.20	0.22
1973-74	14,300	15,700	71,500	0.20	0.22
1974-75	15,300	16,800	76,500	0.20	0.22
1975-76	16,300	17,900	81,300	0.20	0.22

Note: The number of students in Faculties of Arts and Science will be reduced if undergraduate Faculties of Education are established.

*Includes General Arts, General Science, Social Science, Honour Arts, Honour Science.

(a) estimated on the basis of minimum and maximum proportions.

Source: Department of Educational Research now Ontario Institute for Studies in Education.

Table D

Projection of graduating year enrolment for general arts and science courses
in provincially-assisted universities (Ontario)

Year	Third Year Enrolment in General Arts and Science Courses		Total Enrolment in General Courses	Proportion in Third Year	
1961-62	1,900		7,400	0.257	
1962-63	2,300		8,200	0.280	
1963-64	2,850		10,000	0.285	
1964-65	3,200		12,000	0.267	
.....(a)					
1965-66	4,100	4,900	16,400	0.25	0.30
1966-67	4,700	5,600	18,600	0.25	0.30
1967-68	5,300	6,300	21,000	0.25	0.30
1968-69	5,900	7,100	23,700	0.25	0.30
1969-70	6,600	7,900	26,400	0.25	0.30
1970-71	7,400	8,900	29,500	0.25	0.30
1971-72	8,200	9,800	32,800	0.25	0.30
1972-73	9,000	10,800	36,000	0.25	0.30
1973-74	9,800	11,700	39,100	0.25	0.30
1974-75	10,500	12,600	41,900	0.25	0.30
1975-76	11,100	13,400	44,500	0.25	0.30

Note: The number of students in Faculties of Arts and Science will be reduced if undergraduate Faculties of Education are established.

(a) estimated on the basis of minimum and maximum proportions.

Source: Department of Educational Research now Ontario Institute for Studies in Education.

Table E

Estimate of required number of prospective graduates of teachers' colleges and/or undergraduate faculties of education to 1975-76

Year	Elementary School Enrolment	Prospective Required Graduates as Proportion of E.S.R.*	Prospective Required Graduates
1959-60	1,081,600	.00417	4,509
1960-61	1,126,400	.00509	5,739
1961-62	1,163,100	.00440	5,113
1962-63	1,197,000	.00370	4,427
1963-64	1,233,000	.00403	4,966
1964-65	1,278,500	.00421	5,386
1965-66	1,292,700	.00425	5,490
1966-67	1,316,000	.00425	5,590
1967-68	1,343,600	.00425	5,710
1968-69	1,365,100	.00425	5,800
1969-70	1,383,800	.00425	5,880
1970-71	1,410,000	.00425	5,990
1971-72	1,427,800	.00425	6,070
1972-73	1,447,600	.00425	6,150
1973-74	1,471,100	.00425	6,250
1974-75	1,494,600	.00425	6,350
1975-76	1,519,700	.00425	6,460

*E.S.R. Elementary School Enrolment

Assumptions: Prospective Graduates form a constant proportion of 0.00425 of the given year's elementary school enrolment.

Elementary school enrolment estimate based on a Dept. of Economics estimate of the 5-14 years age group assuming net immigration of 10,000 people per year.

See Department of Educational Research *Recent Enrolment Estimates*. April, 1965.

Table F

Estimation of future demand for secondary school teachers

Year	Total Secondary Students	Total Secondary School Teachers	Number of New Teachers Acquired	Number of Students per Teacher	Number of New Teachers as % of the Total
1960	261,775	11,478	1,846	22.8	16.1
1961	299,579	12,850	2,270	23.3	17.7
1962	331,274	14,923	3,191	22.2	21.4
1963	364,100	17,170	3,740	21.2	21.8
1964	394,084	19,205	3,679	20.5	19.2
.....(a)					
1965	411,290	20,565	3,905	20.0	19.0
1966	430,795	21,540	4,090	20.0	19.0
1967	453,320	22,665	4,305	20.0	19.0
1968	481,147	24,055	4,570	20.0	19.0
1969	509,668	25,480	4,840	20.0	19.0
1970	537,193	26,860	5,105	20.0	19.0
1971	564,371	28,220	5,360	20.0	19.0
1972	590,731	29,535	5,610	20.0	19.0
1973	617,334	30,865	5,860	20.0	19.0
1974	643,965	32,200	6,120	20.0	19.0
1975	671,182	33,560	6,375	20.0	19.0

(a) Estimated on the basis of trend in student-teacher ratios.

Sources: The Minister's Reports and OISE Secondary School Enrolment Projections, October, 1965.

Table G

University of Alberta full-time degree students enrolled 1946-1965

Year	Total University Enrolment	C. of E. Enrolment	% of Enrolment
1946-47	4,226	882	17.9
1947-48	4,663	931	16.7
1948-49	4,296	869	16.4
1949-50	3,945	955	19.5
1950-51	3,384	898	21.3
1951-52	3,014	791	22.1
1952-53	3,082	828	21.8
1953-54	3,318	874	21.8
1954-55	3,579	935	21.1
1955-56	3,859	957	20.1
1956-57	4,201	966	18.4
1957-58	4,742	1,016	19.9
1958-59	5,417	1,299	20.1
1959-60	6,007	1,632	22.6
1960-61	7,054	2,056	24.7
1961-62 (1)	7,175	2,626	28.4
1962-63	9,075	2,844	28.0
1963-64	10,191	3,112	27.7
1964-65	11,784	3,465	27.0
1965-66 (2)	13,373	3,811	26.7

Note (1) One-year Teacher-Education Program discontinued.

Note (2) This figure effective October 29, 1965. Figures for all other years are effective December 1.

Source: Dean H. Coutts, Dean of Faculty of Education, from S. Gault, Registrar, University of Alberta.

Table H

University of British Columbia full-time degree students
enrolled 1957-58, 1961-62, 1964-65

Year	Total University Enrolment	C. of E. Enrolment	% of Enrolment
1957-58	8,986	1,125	12%
1961-62	12,950	2,376	18%
1964-65	15,156	4,092	27%

Only scattered figures available to the Committee.

Source: Canadian Universities and Colleges Year Books; Commonwealth Universities Year Book.

Table I

Enrolment in elementary education 1964-65 and 1965-66
at the University of British Columbia and the University of Alberta

U. of B.C. 1964-65		U. of A. 1964-65	
First year	430	First year	723
Second year	689	Second year	850
Third year	493	Third year	468
Fourth year	193	Fourth year	269
Total		Total	
1,805		2,504	

Note (1) In 1965-66 40% of the students in the 3rd and 4th years were enrolled in elementary education.

Note (2) Students enrol in University after Grade 12 or 13.

Source: Registrars U.B.C. and U. of A.

Note: In 1965-66, 39% of the students in the 3rd 4th and 5th years were enrolled in elementary education.

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